REPORT RESUMES

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PUBLIC SCHOOL ADULT EDUCATION IN NORTHERN ILLINOIS, REPORT OF A SURVEY CONDUCTED BY THE NORTHERN ILLINOIS ROUND TABLE OF ADULT EDUCATION.

BY- GRIFFITH, WILLIAM S. AND OTHERS
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A QUESTIONNAIRE SURVEY WAS CONDUCTED BY THE NORTHERN ILLINOIS ADULT EDUCATION DEPARTMENT TO DETERMINE THE CHARACTERISTICS OF, AND PARTICIPATION IN, ADULT EDUCATION PROGRAMS IN NORTHERN ILLINOIS IN 1963-64. THE QUESTIONNAIRE WAS DESIGNED TO COLLECT INFORMATION IN SEVERAL AREAS, SUCH AS PROGRAMS -- CREATION, DEVELOPMENT, SCOPE, PURPOSES, CHANGES, PERSONNEL, EVALUATION, AND PERSISTENT PROBLEMS CONFRONTING THE DIRECTOR IN THE ADMINISTRATION OF THE OVERALL PROGRAM, STUDENT ENROLLMENT, COMMUNITY RELATIONS, FINANCES, PROMOTION AND ADVERTISING, AND PHYSICAL FACILITIES. THE RESULTS OF THE SURVEY SHOWED 48 PUBLIC SCHOOLS SERVING 97,000 ADULT STUDENTS, WITH PROGRAMS STRESSING INSTRUCTION IN VOCATIONAL, HOMEMAKING, AND LEISURE-TIME ACTIVITIES. ADMINISTRATIVE DIRECTORS WERE PART-TIME, NOT TRAINED IN ADULT EDUCATION, MADE LITTLE USE OF ADVISORY COMMITTEES, AND HAD FULL CONTROL OF PROGRAMS. CURRICULUM DEVELOPMENT AND PROGRAM PLANNING CONSISTED OF COURSE SELECTION AND TEACHER RECRUITMENT. ADULT STUDENTS IN NORTHERN ILLINOIS PAY MORE FOR COURSES THAN THE NATIONAL AVERAGE. PROMOTION AND ADVERTISING CONSISTED MAINLY OF BROCHURES LISTING COURSES, FEES, TIME, AND LOCATION. LESS THAN HALF OF THE PROGRAMS PROVIDED STUDENT COUNSELING SERVICES. PROGRAM EVALUATION WAS CURSORY, AND MAJOR PROBLEMS WERE TEACHER RECRUITMENT AND PROGRAM DEVELOPMENT ON A BROAD BASIS. (PG)

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State of Illinois
OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION
RAY PAGE, SUPERINTENDENT

PUBLIC SCHOOL ADULT EDUCATION IN NORTHERN ILLINOIS

Report of a Survey Conducted by the
Northern Illinois Round Table of Adult Education

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Circular Series A-192

Department of Adult Education
Thomas W. Mann, Director

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INTRODUCTION

In 1963, Doctor John W.C. Johnstone conducted research into the educational pursuits of American adults following termination of regular full-time school attendance. The first report of the research was reported in a mimeographed booklet, Volunteers for Learning, reproduced by the National Opinion Research Center, University of Chicago, Chicago, Illinois. This detailed study provided Adult Education with a description of the nature and scope of adult participation in all aspects of adult education. The results were startling and enlightening, especially in relation to public school Adult Education.

What were the characteristics and adult participation in educational programs in Illinois? How did Illinois compare with the national average? To find the answer to these and other questions, the Northern Illinois Adult Education Round Table undertook a survey to gather the basic information needed to obtain data to determine the characteristics and participation in adult public school education.

The Office of the Superintendent of Public Instruction is pleased to reproduce and distribute Public School Adult Education in Northern Illinois.

I wish to express my appreciation to the Northern Illinois Adult Education Round Table, Doctor William S. Griffith and all who helped complete this study.

Ray Page
Superintendent

Survey Committee

William S. Griffith	The University of Chicago
Arthur C. Classen	Morton High School and Junior College
Edward Grodsky	Ridgewood High School
W. O. Hepker	Oak Park High School
Alexander Kruzel	Maine Township High Schools
Jerome W. Mohrhusen	Leyden Community High Schools
Arthur Stejskal	Thornton Township High School and Junior College
William Treloar	York Community High School

PREFACE

In no other area of education is change occurring more rapidly than in adult education, and in no other area is there such an appalling lack of statistical data to reveal the magnitude and the characteristics of the programs. Lacking data to reveal the present state of affairs, decisions regarding the kinds of changes needed to bring about improvements must, of necessity, be made intuitively.. Recognizing this disquieting situation, members of the Adult Education Round Table of Northern Illinois, a unique organization of public school adult educators working together to promote greater professionalism in and improved programs of adult education, organized a survey committee to seek the basic information needed to provide a comprehensive description of the adult programs in the public schools of the area.

Many persons gave support to the survey. Dr. Noble J. Puffer, County Superintendent of Schools, Cook County, and Mr. Roy DeShane, County Superintendent of Schools, DuPage County, provided both financial support and encouragement. Within the Round Table, the tasks of devising the questionnaire and of advising the author of the survey were handled by a capable and dedicated committee composed of Arthur C. Classen of Morton High School and Junior College, Edward Grodsky of Ridgewood High School, W. O. Hepker of Oak Park High School, Alexander Kruzel of Maine Township High Schools, Jerome W. Mohrhusen of Leyden Community High Schools, Arthur J. Stejskal of Thornton Township High School and Junior College, and William Treloar of York Community High School. Assistance in tabulating and summarizing the data was rendered by Harold W. Huston and Albert Adams, graduate students in adult education at the University of Chicago. All of these and countless others have contributed to this publication in an effort to assess, maintain, and imporve adult education in the public schools of Illinois.

Yet, the pace of change has accelerated since the survey was conducted, and the situation today is vastly different from the situation when the data were collected. The measurement of progress or change, however, requires the comparison of data collected at two points in time. It is hoped, therefore, that this survey will serve as a base line against which changes in public school adult education in northern Illinois can be assessed through future surveys and subsequent research.

William S. Griffith
July, 1966

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SUMMARY

Nearly 100,000 adults participated in the educational programs in 48 of the 55 public schools surveyed in the northern third of Illinois (excluding the City of Chicago) in the 1963-64 academic year. Exhibiting a selective appeal to adults with a level of education above the national mean, these programs, stressing instruction in vocational, homemaking, and leisure time activities, attracted an adult enrollment equal in number to that of the adolescents using the same facilities during the day.

Developed around the directors' perceptions of the felt needs of the residents of the school districts, these programs have been serving increasing numbers of students with each successive year, and continued growth in the number of adults served is expected to continue at an equal or accelerated rate in the future.

The typical director carried out his adult education responsibilities on a part-time basis, held a master's degree in some area other than adult education, had been employed by the school district in some capacity prior to being named director, had career expectations outside the field of adult education, made little use of advisory committees composed of adult program participants or community representatives, and had essentially full control over the adult program so long as his program income covered his program costs.

The wishes of the students regarding the courses to be taught and the teachers to be employed were expressed directly through enrolling or declining to enroll in individual courses and by attending or failing to attend classes after having enrolled. Only limited opportunity was provided for the expression of opinions in less direct ways.

Curriculum development and program planning for the adult school, unlike these processes in secondary education, consist of course selection and teacher recruitment to appeal to the immediate interests of the adults most likely to participate. Living in an enrollment economy, the director is required to woo his prospective clients and to develop his program in ways which will maintain their willingness to participate.

The level of support from tax funds for public school adult education in the programs surveyed was lower than the average level reported in a previous national study. Those who participate in Illinois pay a larger share of the total program costs than does the average public school adult education participant nationally.

A lack of detailed financial records maintained on a comparable basis made comparisons among the programs impossible. Indications are that the estimates of indirect and non-cash costs, which are frequently borne by the regular school budget, would be appreciably higher if more complete accounts were kept.

Promotion and advertising of the programs consisted mainly of brochures listing course descriptions, fee schedules, hours and locations of classes, which were mailed to prospective students. A lack of data on the drawing power of different promotional methods made any appraisal of their relative effectiveness impossible.

Precedent appears to exert a restraining influence on program development, for classes continue to be offered essentially only during evening hours and only within the physical facilities owned by the school district. Serving in a part-time role which necessitates his carrying responsibilities for the day school secondary program, the director has little time free during the day to conduct an adult program. Administering the adult enterprise in addition to bearing other responsibilities, he may understandably conclude that there is no reasonable way for him to spend more than two or three nights each week directing an adult program.

Limited supporting services are provided for the educational program. Less than half of the programs surveyed had made any provision for student counseling services and an even smaller fraction had provided library services.

A variety of systems of program evaluation were reported for 21 of the programs. From a pragmatic viewpoint it appeared that two kinds of evaluations were sought and utilized: first, a comparison of the number of persons enrolled in each course at the first meeting of the classes provided the director with information he needed to determine which courses would be offered and which would be cancelled; and second, a comparison of the enrollment figures with class attendance provided the information needed to determine which instructors had demonstrated their capacity to maintain class interest and who would, therefore, be retained.

The first of two problems identified by the largest number of directors as being of great importance was the recruitment of teachers for expanding programs. The second problem, which indicates a long-term interest, was the development of a broadly based program to meet community needs. In this sense, the directors not only wanted to serve more people demographically similar to their current students, but they also expressed the desire to reach adults in the lower socioeconomic levels who now participate minimally, if at all, in public school adult education programs.

Despite the part-time nature of their work, their career expectations outside of adult education, their orders to maintain financially self-sufficient programs, and their lack of academic training specifically for the positions they hold, the directors of over one-fourth of the programs surveyed identified long-term goals congruent with a broad understanding of adult education and a commitment to providing educational opportunities far beyond the range of immediate-felt needs of their current student body.

INTRODUCTION

Adult education has been provided in the public schools of the United States for over a century. The first state law to support such schools was enacted in 1847 in Massachusetts. Adult evening schools were established in Chicago in 1862.[1] Despite the fact that over two million adults participate in such programs annually, relatively little is known about the philosophy, organization, and administration of adult education in the public schools. Likewise, a lack of comprehensive data on the persons directing such programs and on the evolution of their roles makes it difficult to assess the past and present operations of such programs and to project any trends into the future. Before trends can be charted, basic data are required on the existing situation. Following the compilation of current data, subsequent studies are essential to describe the nature of the changes within these programs.

Illinois public school adult education directors have cooperated in recent years in a number of national surveys of their programs. They have also read the reports developed by the National Association for Public School Adult Education regarding programs in all areas of the United States. Members of the Northern Illinois Round Table of Adult Education, a voluntary organization composed primarily of directors of public school adult education in the northern third of the State of Illinois, have been concerned about the lack of comprehensive comparative local data on their programs. Accordingly, early in 1964 a committee of the Round Table was appointed to conduct a comprehensive survey of public school adult education among the members of this organization. This publication is a summary and analysis of the data which were obtained in that survey and a comparison of these data with the statistics reported in national or state surveys of public school adult education.

PURPOSES OF THE SURVEY

The survey committee undertook the development of the questionnaire with a number of purposes in mind. One purpose was to identify the extent of public school adult education in the northern third of Illinois excluding Chicago, because this highly populated area was believed to have unique problems and characteristics. Another purpose was to gather information which could be used in acquainting principals and superintendents with the scope of the programs and in seeking their support for needed changes. A third purpose was to learn more about the particular strengths and weaknesses of the program as a first step in improving programs. Still another purpose was to identify those problem areas in which cooperative action through the Round Table might be effective in developing a solution.

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[1] Mann, George C. "The Development of Public School Adult Education," Public School Adult Education: A Guide for Administrators, John H. Thatcher, ed., rev. ed., pp. 1-2. National Association of Public School Adult Educators, Washington, D. C., 1963.

The Northern Illinois Round Table undertook this study because one of its primary purposes is to encourage the continuing improvement of public school adult education through the study of existing programs and through upgrading the professional competence of public school adult education directors.

POPULATION AND SAMPLE

The population for the survey was defined as the public school adult education programs in the northern third of the State of Illinois. Members of the Round Table live in this area with the greatest concentration of membership in the area adjacent to the City of Chicago. Initially, questionnaires were mailed to the school superintendents who were members of the Association of Suburban Conferences, an organization with a membership in the geographic area reaching north to Libertyville, south to Joliet, west to Wheaton, and east to the Chicago city limits on Lake Michigan. Additional questionnaires were mailed to other school districts in the northern third of the State for those cases in which the director had been a member of the Round Table.

Sixty-three questionnaires were mailed and follow-up letters were sent one month later resulting in fifty-five questionnaires being returned. Programs for which questionnaires were returned included schools in the following counties: Cook, DeKalb, DuPage, Kane, Kankakee, Lake, McHenry, Rock Island, and Will. The counties in the survey area, which did not include the City of Chicago, had a population of 2,965,777 according to the 1960 census.

Forty-eight schools reported an active adult education program and the remaining seven reported having no adult program. Nationally, even though 60 percent of school superintendents feel that the public school should be the major institution for adult education, only 54 percent of them offer even a single course for adults,[1] indicating that adult programs are offered in a higher proportion of northern Illinois schools than is the case nationwide.

However, another 1964 study conducted by the Division of Adult Education Service of the National Education Association reported that 77.2 percent of the responding schools had adult education programs.[2] Because 22.2 percent of the questionnaires mailed to the national sample were not returned, the resulting figures are probably biased on the positive side. Because of the differences in data collection procedures used, the data in the Illinois survey cannot safely be compared with the existing national public school adult education data.

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[1] Opinions of School Superintendents on Adult Education, Research Report 1964-R4, pp. 6, 9. National Education Association, Research Division, Washington, D. C., 1964.

[2] McLernon, Thomas J. 19th Annual Public School Adult Education Status Study, p. 2. Division of Adult Education Service, National Education Association, Washington, D. C., 1964.

The data included in this report are based on the voluntary responses to the questionnaire and to the reminder letter. No claim can be made for the representativeness of the data, although they are based on the responses of 87.3 percent of the total population identified. Schools having adult programs may be more favorably disposed toward responding to questionnaires than those without programs, and as a consequence data may have been reported from almost all of the schools having such programs. Schools without such programs may have simply failed to respond. In only one case was a questionnaire returned by a superintendent in a school district known to have an adult program with a note stating that they "didn't have time to be filling out questionnaires."

NATURE OF THE QUESTIONNAIRE

In developing the questionnaire, the committee sought to strike an acceptable middle ground between the amount of information which directors might be willing and able to provide and the amount which would be needed to draw a complete picture of the programs. The major sections of the questionnaire were designed to collect information on the following nine areas: (1) programs - creation, development, scope, purposes, and anticipated changes; (2) program personnel; (3) students; (4) community relations; (5) finances; (6) promotion and advertising; (7) physical facilities; (8) program evaluation; and (9) persistent problems confronting the director in the administration of the overall program.

The experience of the committee led them to believe that the records maintained in many adult programs were somewhat sketchy and that even the most cooperative directors would have difficulty in answering a number of the questions and might be unable to provide any information on some of the items. Yet, it was agreed that relevant data should be requested for each of the nine basic areas, for it was felt that the information obtained would provide a fairly complete description of the essential dimensions of public school adult education programs and that the cooperating directors might be inclined to reconsider their systems of records as a result of attempting to answer the questions.

The survey instrument was developed over a period of four months. After several meetings the committee prepared a draft of the survey instrument and each member attempted to fill out a questionnaire using information from their own programs. The insights they gained in testing the instrument were discussed at several subsequent committee meetings and at a regular meeting of the Round Table. The final instrument is the product of the group deliberations and suggestions as considered and interpreted by the committee.[1]

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[1] Copies of the survey instrument may be obtained from W. S. Griffith, 5835 South Kimbark Avenue, Chicago, Illinois 60637.

THE SAMPLE STUDIED: SIZE AND SIGNIFICANCE

The 47 school systems reported programs serving 97,676 adults and indicated that 99,032 high school day students and 3,065 college students were also pursuing learning in the same facilities. The explanation for this situation is that a number of the public school systems are operated in connection with junior colleges and several of the adult programs offer college extension credit courses. Separate junior college adult programs were not, however, included in the survey. Nationally, 1,920,000 enrollments were completed by 1,740,000 adults in public elementary or secondary schools in the United States in 1962.[1] This figure constitutes 12 percent of the total enrollments in adult education classes in all institutions.[2] A lack of comparable data on Illinois makes a state level comparison impossible.

The registration of 97,676 adult students is of significance for several reasons: (1) adult students (except those in Americanization classes) are citizens and exert a marked influence on the attitude of various public groups toward the total educational program in the school district; (2) adults attend voluntarily and their presence is evidence of the perceived value of existing programs; and (3) adults are interested in sufficiently large numbers in adult education to justify a considerable amount of school staff time in the design, conduct, and evaluation of the educational programs provided by the school district. The number of adult students is approximately the same as the number of day students served by the reporting schools, and this fact is an indication of the potential which may be utilized to strengthen school-community relationships and understanding. Even though the adult program reaches large numbers of students, the cost relative to day school instruction is reportedly low, consisting only of approximately 1.9 percent of day school expenditures.[3]

Data on public school adult education are frequently tabulated in groupings based upon the number of children and adolescents served in the school system during the day, rather than upon the number of adult enrollments. The data from the current Illinois survey have been arranged in Table 1 in a frequency distribution.

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[1] Johnstone, John W. C., and Ramon J. Rivera. Volunteers for Learning: A Study of the Educational Pursuits of American Adults, p. 61. Aldine Publishing Company, Chicago, 1965.

[2] Ibid., p. 61.

[3] A Study of Urban Public School Adult Education Programs of the United States, p. ix. Division of Adult Education Service, National Education Association, Washington, D. C., 1952.

TABLE 1

FREQUENCY DISTRIBUTION OF SIZE OF ENROLLMENT IN 48 PUBLIC SCHOOL ADULT EDUCATION PROGRAMS

Student Enrollment	Number of Schools Reporting	Student Enrollment	Number of Schools Reporting
1 - 499	13	3599 - 3999	2
500 - 999	7	4000 - 4499	2
1000 - 1499	6	4500 - 4999	1
1500 - 1999	4	5000 - 5499	2
2000 - 2499	3	5500 - 5999	1
2500 - 2999	3	Over 6000	1
3000 - 3499	2	No response	1

Illinois public school adult education programs constitute a larger portion of the total school population than is the case nationally. The ratio of adult students to full-time day school students in Illinois is nearly 1:1, and in a national survey the ratio in smaller school systems was 1:16 and in larger systems 1:7.[1] Accordingly, one might assume that the adult programs in Illinois would be regarded by the school systems as more important to the total educational program than in those cases in which the ratio was less balanced.

Program Offerings

A wide variety of organized learning opportunities is offered within the public school settings reported. The following table indicates the enrollment figures for seven categories of offerings.

TABLE 2

NUMBER OF CLASSES OF DIFFERENT TYPES AND STUDENT ENROLLMENT BY TYPES, 1963-64*

Type of Course	Number of Classes	Percent	Student Enrollment	Percent
Graduate	60	1	1990	2
College	616	13	12273	13
High school	364	8	3807	4
Non-credit	3647	76	64949	67
Lecture series	49	1	11159	11
Seminar - discussion groups	41	1	2824	3
Others - Great Books, clubs, tours, etc.	21	**	674	1

*The above figures are based upon estimates submitted by 47 of the 48 program directors.

**Less than 1 percent.

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[1] Woodward, Marthine V., and Ward S. Mason. Statistics of Public School Adult Education, U. S. Office of Education Circular No. 660, p. 9. U. S. Government Printing Office, Washington, D. C., 1961.

Public high school adult education in northern Illinois reaches approximately 100,000 adults annually, a number roughly equal to the number of adolescents served in the same districts during the day. From this general picture, however, little is revealed about the nature of the adults served or the characteristics of the educational programs and their administration. To provide a more detailed description of the participants, the following section is devoted to an analysis of the data on the adult student.

THE ADULT STUDENT

Programs exist because there are people who are willing to pursue learning in an organized manner under public school auspices. Because the adults who are attending constitute the evidence that the programs are performing a desired service, a more detailed knowledge of these learners was sought.

Ages of Participants and Non-Participants

Only about one-third of the programs reported data on the ages of adult students. Table 3 was developed by combining the data reported by 17 directors and is therefore only an approximation of the ages of students who enroll. Age is not judged to be of particular concern by the program administrators, for apparently this information was not generally requested of the students and compiled by the various schools.

TABLE 3

ESTIMATES OF THE AGE GROUPS OF ADULT STUDENTS*

Age Groups by Years	Estimated Percent
under 20	5
20 to 24	18
25 to 29	15
30 to 34	10
35 to 39	12
40 to 44	15
45 to 49	10
50 to 54	7
55 to 59	5
60 to 64	2
65 and over	1

*Only 17 of the 48 directors responded to this item and they did so in a variety of ways. This made the calculation of a specific percent impossible.

In the schools reporting data on ages of students, the older age groups were apparently under-represented. Seventy percent of the adult students were between the ages of 20 and 44, and 15 percent were 50 years of age or older. Evidently, although data were not collected on the distribution of age groupings in the geographic area studied, the programs had a selective appeal to younger and early middle-age adult persons than to older adults.

In a national survey of adult education participation conducted in 1957, the median ages of participants and non-participants were calculated. Participants had a median age of 37.6 years and 71 percent of them were under 45 years of age.[1] In the public school adult education survey only limited data were available on the ages of the participants; but those estimates are in general agreement with the earlier report, for 75 percent of the enrollees were estimated to be under 45 years of age. No figures were calculated for the average age of non-participants in the Illinois survey, but in the 1957 national study their median age was 43.9 years and 52 percent of them were under 45 years of age. Figures for 1962 are shown in Table 4.[2]

TABLE 4

ESTIMATE OF THE AGE GROUPS OF ADULT EDUCATION PARTICIPANTS

Age Groups by Years	Estimated Percent
under 20	1
20 to 29	28
30 to 39	28
40 to 49	22
50 to 59	13
60 to 69	6
70 and over	2

The public schools tend to serve a somewhat younger clientele on the average than do some other agencies of adult education, but in general adult education in all settings appears to be more attractive to younger than to older adults.

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[1] Wann, Marine D., and Marthine V. Woodward. Participation in Adult Education, U. S. Office of Education Circular No. 539, pp. 5, 9. U. S. Government Printing Office, Washington, D. C., 1959.

[2] Johnstone and Rivera, *op. cit.*, p. 73.

Sex of Students

Approximately two-thirds of the reports included data on the sex of the students as compiled in Table 5.

TABLE 5

PERCENT OF ADULT STUDENTS WHO ARE MALES*

Their Percent of Male Students	Percent of Programs
75 and over	3
50 to 75	17
25 to 49	63
under 25	17

*Thirty-three of the directors responded to this item.

In the 1962 study the number of men and the number of women participants were equal when all forms of adult education were considered; but when only public school programs were analyzed, the women constituted 65 percent of the total participants.[1] In the survey of Illinois school programs, 80 percent of the directors reporting on the sex of their students said that less than half of their students were males, indicating a tendency for public school programs both in Illinois and in other parts of the nation to attract women students to a greater extent than men. If this selective participation is perceived accurately by the adult non-participants in the school district, then this perception may tend to perpetuate the imbalance.

Seventeen questionnaires reported estimates of the marital status of the students, indicating that 80 to 85 percent are married and that the remaining 15 to 20 percent are single, widowed, or divorced.

Educational Attainment

Research has shown consistently that those who are attracted to adult education programs have a level of education beyond that of the population mean. This finding has been interpreted to mean that the programs are designed consciously or unconsciously for those adults who already have an education above the average of the population. Although no comparable figures are available for the total population of the districts in which these adult education programs are held, Table 6 indicates the educational attainment of students in 17 of the programs.

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[1] Ibid., p. 85.

TABLE 6

EDUCATIONAL ATTAINMENT OF THE ADULT STUDENTS*

Degree of Education	Estimated Percent
Some elementary	.5
Elementary completed	2.0
Some high school	10.0
High school completed	45.0
Some college	25.0
Earned bachelor's degree	15.0
Some graduate work	2.0
Earned graduate degrees	.5

*Seventeen of the directors responded to this item, and they did so in a variety of ways. This made the calculation of a specific percent impossible.

If there is any concern on the part of the directors that only a select group is being reached, there is little evidence that the facts are being sought in registration data.

Comparable educational attainment data were collected in the 1962 National Opinion Research Center survey and the findings are shown in Table 7.

TABLE 7

EDUCATIONAL ATTAINMENT OF ADULT EDUCATION PARTICIPANTS AND OF A SAMPLE OF AMERICAN ADULTS*

Years of Schooling	Participants (Percent)	Total Sample (Percent)
Never attended	Less than 1	1
1 to 4 years	1	4
5 to 7 years	3	10
8 years	6	15
9 to 11 years	15	20
12 years	36	31
13 to 15 years	20	11
16 years	11	6
More than 16 years	7	3

*_Ibid_., p. 76.

Public school adult education programs in northern Illinois, as well as those conducted by other agencies, have a selective appeal to those segments of the population with higher than average educational attainment. Adults who have less than a high school education are under-represented among the participants when compared with persons having a higher level of formal education. Data are lacking to establish conclusively whether this selective enrollment is the result of a bias, conscious or unconscious, of the director in selecting courses to be taught, or whether the educational bias may be traced to the attitude and behavior patterns of adults in the less educated sectors of society. At the time the data were collected, the impact of Title II-B of the Economic Opportunity Act had not yet been felt by the programs surveyed. After March, 1965, special federal funds were made available to support basic adult education thereby encouraging the existing programs to serve a new clientele.

Nationally, participants are known to differ from non-participants in years of formal education completed. In 1957 the average educational attainment of participants in all forms of adult education was 12.6 years and of non-participants 10.4 years.[1] In 1962 comparable figures obtained in a National Opinion Research Center study showed that the median years of schooling of participants was 12.2 and of the total population 11.5 years.[2] Approximately 74.9 percent of the participants in adult education had completed high school and 40.0 percent of the non-participants had that level of educational attainment in the 1957 study.[3] In 1962 Johnstone found that 92 percent of all adult education participants had completed high school, including 29 percent who had attended college.[4]

The finding that public school adult education programs appeal selectively to the better educated groups is not peculiar to this State, but is rather fully in accord with the data collected on other programs and in school programs in other states.

Employment Status

In developing the questionnaire the survey committee used certain questions even though they expected few records would be available to provide the answers. Questions of this sort called for age of students, marital status of students, educational attainment of students, labor force status of students, and occupation of employed students. Even though the reported data given in response to these questions are based on limited returns, the committee believes that such data should be kept as essential information in planning programs to serve community needs, for only by a comparison of the characteristics of the students with the characteristics of the community can the degree of selectivity of the program be established.

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[1] Wann and Woodward, op. cit., p. 9.

[2] Johnstone and Rivera, op. cit., p. 77.

[3] Wann and Woodward, op. cit., p. 9.

[4] Johnstone and Rivera, op. cit., p. 85.

Seventeen of the directors responded to the question asking for the employment status of their students, and the data were presented in a variety of ways which made direct comparisons impossible. The data did, however, indicate the situation presented in Table 8. Nationally, 75 percent of the participants in all forms of systematic adult education are in the labor force.[1]

TABLE 8

EMPLOYMENT STATUS OF THE ADULT STUDENTS*

Type of Employment	Estimated Percent
Full-time	50
Part-time	3
Self-employed	3
Unemployed	2
Full-time student	1
Housewife	40
Retired	1

*Based on returns from 18 completed questionnaires.

White-collar workers have been shown to participate to a greater extent in adult education than blue-collar workers. Although only 13 questionnaires reported information on the types of occupations of the students, these data are summarized in Table 9 to give a gross indication of the occupations of the students. Because data for the population of the school districts involved were not collected, it is not possible to determine the extent to which the programs had a selective appeal to segments of the community. Other studies have shown, however, that adult education has selective appeal to technical, professional, and white-collar sectors of the population.

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[1] Ibid., p. 73.

TABLE 9

OCCUPATIONS OF THE EMPLOYED ADULT STUDENTS*

Type of Occupation	Estimated Percent
Professional, technical	20
Farm manager	5
Managerial	10
Clerical	30
Sales	10
Craftsmen, foremen	10
Operatives	5
Household worker	2
Service worker	3
Farm laborer	2
Laborers except farm and mine	3

*Based on returns from 13 programs.

Comparable data collected nationally for all adult education students in the labor force and their occupations are shown in Table 10.[1]

TABLE 10

OCCUPATIONS OF ADULT STUDENTS IN THE LABOR FORCE

Type of Occupation	Estimated Percent
Professional, technical, and kindred	23
Managers, officials, and proprietors	12
Clerical and kindred	15
Sales workers	8
Craftsmen and foremen	18
Operatives and kindred	10
Service workers	10
Farmers and farm managers	2
Farm laborers	1
Other laborers	2

Adult education, both in the public schools and in other institutions, exerts a greater attraction on persons employed in white-collar than in blue-collar occupations. The explanation for this selective participation has not been established, but it may be traced to either the nature of the programs offered or to differences between the two groups or to a combination of these factors.

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[1] _Ibid._, p. 75.

Residence of Students

Primary and secondary school programs are customarily developed for individuals living within a specific geographic area. Because these forms of education are supported largely by tax funds paid by the residents of the school district, it is reasonable to extend the free public education to the young people who live in that district. Adult programs of education conducted by public schools are largely self-supporting, yet there is a tendency in some areas to limit these programs to school district residents. Where the participating adults are actually bearing the full cost of the program, there would seem to be little reason, other than overcrowding of facilities, to justify the restriction of enrollment to residents of the school district in which the program is offered. The resident status of persons enrolled in the public school adult education programs is shown in Table 11.

TABLE 11

PERCENTAGE OF ADULT STUDENTS WHO RESIDE IN THE DISTRICT*

Percent of Non-Residents	Percent of Programs
75 and over	8
50 to 74	10
40 to 49	10
30 to 39	15
20 to 29	8
10 to 19	18
5 to 9	10
under 5	21

*Based on returns from 39 districts.

As might have been anticipated, almost half of the programs had less than 20 percent non-residents enrolled. It is somewhat surprising, however, to note that 8 percent reported having 75 percent or more of their students coming from outside the school district. In such cases one may wonder to what extent the continuing education needs of the residents of the school district are being met through their local adult public school program.

In the development of an adult education program a director could adopt one of two extreme positions. In the first case, he could attempt to offer only those courses of the highest quality dealing with complex content and appealing to only a small segment of the total population, a segment characterized by a high level of income and education. In the second case, he could attempt to meet the continuing education needs of many of the various sub-groups within his school district, providing instruction in either simple or complex subjects according to the background and the needs of those people. In the former case, the development of the curriculum begins with the selection of content and culminates in the successful enrollment of those persons for whom such subject matter has the greatest appeal. In the latter case, the development of the curriculum begins with the study of the adults of the school district and culminates in the selection of appropriate courses which will not only provide the instruction necessary to enable people to deal with their problems, but which will also have sufficient appeal and adequate promotion to ensure that those for whom it is intended will be moved to participate. Such different approaches result in programs serving dissimilar functions.

Students' Previous Association with Adult Education

Twenty-two directors responded to the questions dealing with the students' previous association with adult education. Their estimates indicated that 35 percent of the students had been enrolled previously in the same adult program and that an additional 40 percent had been enrolled in an adult education course in the past at another institution.

Only 25 percent of the adult students were believed to have been regular day students in the high school or junior college program sharing the same facilities, a disturbing fact when one considers that those who were day students should have had a better opportunity to learn about the adult program than outsiders who moved into the community. Because no data were collected on community emigration and immigration, the significance of the above figures is unknown. It may be assumed, however, that mobility is fairly high for the segment of the population which participates.

PROGRAM

Adult education programs in the public schools serve their adult clientele in a variety of ways which spring, in part, from their different purposes, their patterns of development, and their hopes for the future. The various ways of organizing learning opportunities, the nature of the counseling and guidance provided, and the changing nature of the programs and their purposes are presented in the following sections.

Length of Courses

Returns from 47 programs indicated the length of the average course varied from 8 weeks in one program to 24 weeks in another. The modal number of weeks a course lasted was 10. The distribution of average course length among the programs reporting is shown in Table 12.

TABLE 12

AVERAGE NUMBER OF WEEKS FOR AN ADULT COURSE*

Percent of Programs	Number of Weeks of a Regular Course
6.3	8
56.0	10
6.3	11
15.0	12
4.0	14
6.3	15
2.0	16
2.0	17
2.0	24

*Based on information submitted from 47 districts.

Length of Classes

In addition to the evening meetings, which account for the vast majority of the course offerings, some programs are conducted at other times: four programs are in session one morning or afternoon of each week; one program is in session on four mornings or afternoons each week; two programs are in session two or more weekends each year; and four programs are in session on twenty or more weekends each year.

TABLE 13

LENGTH OF CLASSES IN HOURS PER WEEK*

Number of Hours		Frequency	
Minimum	Maximum	Minimum	Maximum
1		12	
1-1/2		4	
2	2	17	10
2-1/2	2-1/2	1	5
3	3	2	9
	4		6
	5		2
	6		3
	1		
	10		1

*Based on data submitted in 36 questionnaires.

Because historically adult schools have been largely evening schools, a tendency to restrict programs to that time period persists even though the precedent was based on different conditions of work and leisure time. Only one program reported classes on four afternoons per week and four programs offered morning or afternoon classes one day per week. Weekend programs were indicated on more than two weekends per year for six of the districts. The evening emphasis persists.

Flexibility in program operation may be indicated by such measures as: number of evenings per week classes are held; number of locations at which instruction is given; number of daytime and weekend classes offered; and variation in length of classes in curriculum. Table 14 reflects the variety in the minimum and maximum course lengths in 34 districts.

TABLE 14

LENGTH OF CLASSES IN WEEKS PER COURSE*

Number of Weeks		Frequency		Percent	
Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
2 - 3		2		6	
4 - 5		14		41	
6 - 7		6		18	
8 - 9		3		9	
10 - 11	10 - 11	7	7	20	21
12 - 13	12 - 13	2	7	6	21
	14 - 15		9		26
	16 - 17		7		21
	18 - 19		2		5
	20 - 21		1		3
	42				3
			1		

*Based on returns from 34 school districts.

The Adult Curriculum

A varied listing of courses is offered at virtually every adult school. Among the most popular courses are those in business, homemaking, arts and crafts, recreation and physical education, trades and technical, and English for the foreign-born (Table 15). These findings are in agreement with those of Johnstone who reported vocational and job-related courses as being of greatest interest to adults in the United States. Also in agreement with the Johnstone study is the finding that the least popular courses were those dealing with philosophy and religion, geography and history, public affairs, and driver training. Interest in public affairs, a subject matter which is not popular with the public at large, was reflected by eleven courses, two seminar-discussion groups, and one lecture series. Even though these learning opportunities were reported as being offered in the numbers mentioned, the number of such courses actually held and the number of enrollments for each of these forms were not sought in the questionnaire, and consequently the relative importance of these courses to the total program cannot be assessed.

TABLE 15

CURRICULUM IN THE ADULT EDUCATION PROGRAMS*

Subject Matter	Non-Credit Courses	High School Credit	College Credit	Seminar Groups	Lecture Series
Basic education (0-8 years)	10	1			
Citizenship	15	1		2	1
English for foreign-born	39	2		2	
Other languages	34	2	2		
Literature	19	6	8	2	
Philosophy and religion	5		4	1	
History and geography	8	9	9		1
Public affairs	8	1	2	2	1
Psychology and personal development	25	3	10	1	1
Science	14	8	7		1
Arts and crafts	42	2	5		
Homemaking	43	5	2		
Trades and technical	40	6	4		
Business	44	6	7		
Recreation and physical education	41	1	2		1
Driver training	7				
Others	6	4	1		

*Based on data reported from 46 districts.

In the area surveyed, courses in business, homemaking, arts and crafts, recreation and physical education, and trades and technical courses are offered in more schools than are any other kinds of courses. Nationally, adult education programs in elementary and secondary schools offer a curriculum composed of the following: vocational subjects, 41 percent; home and family, 19 percent; hobbies and recreation, 16 percent; general education, 13 percent; personal development, 4 percent; public affairs, 3 percent; agriculture, 1 percent; and all others, 2 percent.[1]

A persistent accusation made against adult education is that a cafeteria of course offerings is provided, resulting in only superficial acquaintance with many subjects by individuals who are not interested in studying anything seriously. If it is believed that a sequence of courses leads to greater depth of understanding and to serious study on the students' part, then the existence of such sequences would be an indicator of the seriousness of the study. To avoid the inevitably favorable results which would be obtained by including high school and college credit courses which are almost by definition sequential in nature, only non-credit offerings are considered. As can be seen in Table 16, a goodly number of programs offered sequential courses in commercial subjects, foreign languages, and homemaking. Somewhat less than one-third (15) of the school districts reported that no sequence courses were offered. Perhaps the importance of sequential programming to the development of more than a rudimentary or superficial knowledge of any subject matter should be carefully considered by directors, and the actions resulting therefrom may adduce to learning of a higher quality than may now be the case.

TABLE 16

OFFERINGS OF SEQUENCE COURSES APART FROM HIGH SCHOOL AND COLLEGE CREDIT COURSES*

Type of Sequence Courses	Number of Programs
Commercial subjects	17
Foreign languages	14
Homemaking	12
Trades and technical	8
Art or music	5
Vocational skills: nursing, agriculture, etc.	4
Leisure time skills: hobbies, bridge, golf, etc.	3
Mathematics	2
English for foreign-born	1
Stock market analysis	1
Offer no sequence courses	15

*Based on data submitted by 48 districts.

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[1] Johnstone and Rivera, op. cit., p. 65.

The sales oriented approach of public school adult education directors has been criticized repeatedly by those who study such programs. Typical of the criticisms is the following observation made by the authors of the 1952 National Education Association study:

> A slogan in common use in adult education publicity literature is "We'll offer any course any time for which ten or a dozen persons sign and for which we can obtain competent instructors." Such opportunism, long a primary characteristic of the adult education work of the public schools as well as other agencies, may well be decried.[1]

Clark, in studying the adult education programs in the public schools of California, bewailed the lack of leadership exerted by the directors in program development. He believed that the tendency of the adult programs to cater to the unstable popular interests of adults was functional from a financial viewpoint, but that it resulted in haphazard curriculum development[2] and militated against educational respectability.[3] Insisting that "security is the primary requisite for responsibility in education,"[4] Clark suggested that the primary need of the adult school administrator is for a "peer" position within the school system and a concomitant parity claim on school funds.[5] On the other hand, London hypothesized that the price of respectability may be a decrease in flexibility and that by achieving a peer status within the established school system the director of the adult program may sacrifice his freedom to innovate.[6] There is little reason to believe that all problems of adult schools would be solved by the simple establishment of a peer position for the director and his program. To the contrary, respectability and security may be job characteristics which would attract the less creative into directorships and tend to stultify programs. Data are lacking to indicate the impact the creation of a peer position for the director would have on his programming.

In Illinois, as well as in other parts of the United States, the desires of the students and not the analyses of the directors appear to exert the greatest influence on the shaping of the adult curriculum. Such a situation appears to be inevitable so long as present methods of financing programs persist; for only student fees are available to pay costs, and it is easier to give the students what they want to pay for than it is to lead them to see new needs.

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[1] A Study of Urban Public School Adult Education Programs of the United States, p. 137.

[2] Clark, Burton R. Adult Education in Transition: A Study of Institutional Insecurity, University of California Publications in Sociology and Social Institutions, I, No. 2, p. 86. University of California Press, Berkeley, 1958.

[3] *Ibid.*, pp. 123-124.

[4] *Ibid.*, p. 149.

[5] *Ibid.*, p. 60.

[6] London, Jack. "The Career of the Public School Adult Administrator," Adult Education, X, No. 1, p. 10, Autumn, 1959.

Student Counseling and Guidance

In many respects the public school adult education program is customer oriented. When courses are requested by individuals or by groups of prospective students, directors ordinarily strive to satisfy virtually any request. When courses are offered and a certain minimum number of registrations needed to make the course self-supporting are not forthcoming, such courses are generally dropped or those who have enrolled may be offered the opportunity to continue with the course if the minimum income needed to cover its costs can be raised. Little effort is expended, generally, to assist prospective students in planning a program of study which will be uniquely suited to their needs.

A majority (28) of the 48 questionnaires indicated no provision had been made for student counseling services. Of the 20 programs reporting organized counseling services, six used professionally trained counselors. Four programs provided counseling at registration only. Two programs provided counseling for students interested in credit courses only. Forty percent (8) of those providing counseling indicated that this function was performed by the director or his secretary or both. The work load of these individuals is known to be so great, however, as to preclude their spending much time with each student.

Professional guidance services were provided as a part of five programs, and in one case the director was a trained counselor. Another program employed the day school counselor. Three programs follow a practice of referring students to professional services. Vocational guidance is provided at one of the schools through a cooperative program with the Illinois Employment Service.

The directors of 46 programs responded to this question, and from their answers it may be concluded either that counseling is not currently considered to be an essential part of a total adult education program in the majority of systems, or that programs operating under existing financial restrictions have not yet found practical ways of providing this service. No question was asked to learn what the directors would consider to be an adequate counseling service.

Nationally, the likelihood of a public school adult education program having a regular guidance and counseling service for adults was found to be greater in larger school systems. Although 4.2 percent of school systems having between 150 and 11,999 day pupils provided such services to the adults enrolled in the adult programs, 36.6 percent, or nearly nine times as great a percentage, of school systems serving 25,000 or more day students made such provision.[1] Evidently the importance of providing guidance and counseling is recognized to a greater degree in Illinois than is the case nationally.

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[1] Woodward and Mason, op. cit., p. 24.

Purposes of the Programs

One of the characteristics of a professional-client relationship is that, although the professional seeks to learn all relevant information about the client's perceived needs and about his desires and ideas, the decision concerning the most appropriate action to take is made by the professional. The reason for the final decision being reached in this way is that the professional presumably is in a better position to interpret the client's behavior and needs and to identify the most effective action to take on the basis of this information than is the client himself. If the adult education director is seen as the professional and the adult students, individually and collectively, as the client for educational purposes, a parallel relationship would be expected. The nature of this relationship could very well be revealed in the stated purposes of the adult program.

In an open-ended question, the directors were asked to indicate any purpose or purposes which they considered to be primary for their institution. The greater portion of the answers indicated that the basic purpose of the program was to meet the expressed needs of the community. In only a few cases was there an indication that the program had educational purposes which were not merely a reflection of expressed community interests.

A second major purpose listed by the directors for the adult educational programs was "to improve the community attitude toward education." Perhaps this idea was behind the listing of "public relations" as a purpose of several programs. For the most part, the purpose of the adult program seemed to be either to build support for the total educational program of the school district, or to provide instructional services for those citizens who were expressing a particular need.

In virtually no case did the director express the purpose of the program as being that of leading the students in areas where they did not currently feel any educational need.

In one case, the statement of purpose restricted all activities to the period "during evening hours," as if to say that daytime adult education programs for those adults who could attend at only that time were out of the question. Perhaps the lack of facilities is in part a reason for such narrowing of the statement of purposes, but conceivably other facilities within the community could be utilized by an ambitious director in providing educational opportunities during the day for adults who were ready to learn. Perhaps the narrowing of the statement of purposes to this extent is detrimental to providing the most effective program of adult education for a community. It may be, however, that the director is fully engaged with his responsibilities in secondary education during the day and is not free to develop adult programs then.

For the most part, the statements of purpose seemed to indicate that the function of the adult program was to give to adults what they said they wanted. Little indication was found of any commitment on the part of the adult school to lead the citizens of the community to an awareness of new needs and to learning in areas where they might not currently feel a need. Apparently, while the philosophy behind curriculum development in primary, secondary, and higher education is to give to the student what the teacher and the school system believe the student needs, the philosophy behind curriculum development in the public school adult education program appears to be that of giving the student what the student requests and denying the educator the prerogative of designing the curriculum. Table 17 indicates the general categories of purposes reported by the directors.

TABLE 17

THE DIRECTORS' VIEW OF THE PURPOSES OF THE ADULT PROGRAM*

The Primary Purpose	Number of Times Mentioned
Leisure time use and recreation	33
Vocational skills development	27
Continuing education and cultural development	26
Community service	25
Self-improvement	15
To use facilities	3
Public relations	3
Expand upon the cardinal principles of education	1

*Based on replies from 47 districts.

The directors' ideas of the purposes to be served through the adult program emphasize leisure time, recreation, and cultural development to a greater extent than have certain other influential educational groups. In December, 1963, the Illinois Board of Higher Education received a report dealing with the purposes of adult education from its committee on vocational, technical, and adult education. The committee stated:

> Such education should encompass persons of all educational levels, from those lacking a basic common school education, to those with a high level of formal education. It must include:
>
> 1. Persons desiring to raise the level of their basic skills, complete high school work or its equivalent, obtain college work, or reenter an interrupted college program on a part-time basis.
> 2. Those who wish to supplement or bring up to date a completed degree or certificate program.
> 3. Those who are upgrading themselves to meet the new technological requirements of their present employment.
> 4. The unemployed who need training.

5. Those who are interested in cultural, recreational, civic and social activities.[1]

The study committee apparently viewed the remedial adult education programs (those designed to provide education for adults who, under more favorable circumstances, would have secured that education earlier in their lives) and other educational programs closely related to securing, maintaining, and upgrading employment skills as being of the greatest importance, for four of the five groups identified as requiring educational opportunities are those who would be expected to use such education for vocational purposes. It may be that the vocationally oriented needs of this sort are not of as great a concern to the directors of public school adult education programs in suburban districts as they are to those who are looking at the total adult education needs of all parts of the State. It may also be that, even though a number of objectives are held to be of equal importance, the popularity of certain kinds of courses overshadows the limited enrollments in other kinds.

In 1961 a statement issued by a joint committee of the National Association for Public School Adult Education, the American Association of School Administrators, the Council of Chief State School Officers, and the National Congress of Parents and Teachers identified the purposes of adult education in the public schools:

a. Meet the educational needs of individual adults for their own development and achievement.
b. Provide for its members the kinds of education which society requires of adults for its own growth and improvement.
c. Serve as a technical and program resource to nonschool adult education programs in the community.
d. Assist in providing opportunities for citizens to study and discuss community problems, including the problems of their schools.[2]

Evidently, when directors are asked to identify the purposes of their programs, they tend to report broad purposes ranging far beyond vocational concerns. In the day-to-day operation of their programs in an enrollment economy, however, the pressing vocational concerns seem to overshadow the liberal, cultural, and civic offerings.

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[1] Vocational, Technical and Adult Education, Report of Master Plan Committee "H" to the Illinois Board of Higher Education, December, 1963, pp. 11-12.

[2] Adult Education in the Public Schools. National Association of Public School Adult Educators, Washington, D. C., 1961.

Historical Development of Programs

Whatever their purposes, adult education programs have been in existence in the northern Illinois area since 1903. The most rapid expansion of programs did not occur until the post World War II period. Although prior to the Second World War only eleven programs had been started, between 1945 and 1964 another 29 programs were added as shown in Table 18.

TABLE 18

YEARS OF ESTABLISHMENT OF ADULT EDUCATION PROGRAMS

Year	Number of Programs
1900 - 1909	1
1910 - 1919	2
1920 - 1929	3
1930 - 1939	5
1940 - 1944	1
1945 - 1949	8
1950 - 1954	8
1955 - 1959	10
1960 - 1964	8

Note: Forty-six of the 48 directors responded to this item.

Evidently, the pattern of growth in the number of adult education centers in public schools can be attributed to environmental forces which are associated with different periods of time. In an effort to identify some of the factors which fostered adult education, one of the questions asked on the survey called for the reasons for the establishment of the program.

Responses to this question are expressed in a variety of ways. In general the directors seemed to feel that the programs grew out of a demand by the public. Only one director reported that his program was initiated because he "suggested it." Several programs were traced to vocational courses initiated in connection with State and federally supported projects, indicating that financial support for specific programs tends to make them appealing to the directors. The community interest and demand, coupled with the concern of administrators and school boards regarding public relations, were also major factors leading to the development of adult programs. Table 19 is a tabulation of the responses of the directors to this question.

TABLE 19

THE DIRECTORS' VIEWS OF THE PRIMARY REASONS FOR STARTING THE ADULT PROGRAM*

The Primary Reasons	Number of Times Mentioned
Community service	27
Vocational skills development	11
Continuing education	9
Encouraged by the administration or government	7
Self-improvement	5
Leisure time and recreation	5
Outgrowth of pre-existing programs	3
To use facilities	3
Public relations	3
Upgrade adults	2
Socially the proper thing to do	1
Did not know	2

*Based on replies from 45 directors.

The utilitarian approach to education is favored generally, with little being written about the use of education as a liberalizing influence. Emphasis is placed almost without exception by the public school adult education directors on education that is occupationally or vocationally oriented. This finding is in agreement with the conclusions of Johnstone on adult learning. The expressed needs of the community, rather than any assessment of community needs on the part of the professional director who is conducting the program, serve as the justification both for the existence of the program and for the nature of the educational opportunities provided.

In a limited number of cases, the need to conduct Americanization classes appeared to serve as the initial stimulus to the development of the total adult education program. The full influence of government programs in stimulating, initiating, and shaping public school adult education can only be surmised; but it does not seem unreasonable to assume that government interest in programs of continuing education, as manifested in financial support, is felt by directors readily. Accordingly, any proposed subsidized programs of public school adult education should be scrutinized carefully to avoid the development of unbalanced programs.

Historical Program Changes

During the six decades in which adult education programs have been in existence in the public schools in northern Illinois, major societal changes have occurred and presumably acted to produce changes in such programs. In the survey, the directors were asked to state the major ways in which their respective programs had changed.

The most frequently mentioned change was the increased number of students being served and the number of courses offered (Table 20). Other frequent observations were: (1) increase in the number of evenings per week the adult program is in operation; (2) broadening of areas of course content; (3) addition of credit courses in high school and college extension; and (4) increase in the physical facilities available.

TABLE 20

MAJOR CHANGES SINCE THE ESTABLISHMENT
OF THE ADULT PROGRAM*

Type of Change	Number of Programs
Increase in the number of students attending and courses offered	24
Increase in the diversity of the program	12
No change had been noticed	2
Slight decline of interest	2

*Based on responses of 41 directors.

Two directors reported that no major changes had occurred in their programs, and one of these even suggested that "interest seems to be dropping little by little."

All in all, the moving picture of adult education in northern Illinois over the past six decades has shown growth and expansion in virtually all aspects. Although changes in the scale of operation have been noted, no rethinking of the basic purposes of the programs and subsequent redirection of emphases was mentioned, an omission which may be of significance for the philosophical base of public school adult education.

Anticipated Changes

The views of the director of public school adult education concerning the past are of historical interest, if it can be assumed that they tend to reflect his way of viewing the relative importance of different aspects of his program. Of even greater importance than the director's interpretation of the past is his prediction of the future, for in it his own goals for the program may be found. In an environment where change is assured, the developing character of any institutional program will be influenced to some extent by the plans which the administrative leaders make in preparing for the changes. Accordingly, if growth is to be encouraged in certain directions and discouraged in others, it is necessary that the administrator set these directions. One of the questions asked was: "What major changes do you expect to take place in adult education at your school in the next ten years?" The majority of answers to this question indicate that the expectations for the future are based on the assumption that the present trends will continue. As shown in Table 21, eleven of the directors anticipated that changes would be occurring in personnel policies and in objectives and aims, an expectation which may indicate a redirection of effort and perhaps a new operating structure.

TABLE 21

MAJOR CHANGES EXPECTED WITHIN THE NEXT TEN YEARS*

Type of Change	Number of Programs
Increase in the number of students attending the courses offered	9
Increase in the diversity of the curriculum	42**
Increase in the diversity of the methodology	3
Administrative personnel policies	6
In objectives and aims	5

* Based on responses of 41 directors.

** Detailed curriculum changes shown in Table 22.

The manner in which the anticipated changes were expressed may give some indication of the director's estimate of his own influence on the program, for in most cases the wording indicated that the director saw himself playing a fairly minor role. Apparently, the great majority of the responses assumed that because of the increased population there would be need for more classes, areas of instruction, vocational courses, technical courses, high school credit courses, college credit courses, cultural classes, elementary education for adults, retraining courses, and hours per week of adult school operation. All of these increases would be anticipated on the basis of the continuation of existing trends and would not require any change in direction or active leadership by the directors.

On the more active side, directors offered comments such as the following: "We will have better student placement in classes; we hope to orient the program to community projects, instead of simply concentrating on educating the individual"; "We plan to develop programs to serve a broader segment of the community than we are now reaching." One practical-minded director responded as follows: "First I need better office facilities. Another secretary. And by all means, we should have a full-time director." One director volunteered that in the next ten years the board of education will pay more attention to the adult program and will provide more support, both financial and otherwise. Another director envisioned adaptations of the program to better suit the changing society. He foresaw an increased emphasis on meeting the greater need for more beneficial use of leisure time and for adjustment to automation. There is an indication, then, that a group of directors is exerting administrative leadership in setting new goals and in doing more than simply responding to increased demands.

The directors were asked what changes they expected to take place in the curricula of the adult programs in the next ten years. This question was designed to get some prediction of the anticipated redirection of emphasis which might have been anticipated by the directors. In Table 22 the most striking thing to be found is the movement of the adult programs into the credit area. Although one of the advantages of the relatively informal adult education programs is the freedom from the restrictions of credit counting, half of the directors believed that the increases in credit courses would be the most common change. If such movement toward credit offerings should occur, it seems likely that the programs would have to sacrifice some of their flexibility to satisfy the credit course restrictions.

TABLE 22

EXPECTED CHANGES IN CURRICULUM

Type of Change	Number of Times Mentioned
More credit courses	24
More varieties of courses	5
More retraining programs	4
More basic education	3
More sequences	2
More public affairs courses	2
More liberal arts courses	2

Note: Many of these responses could also be considered as an increase in the number of courses offered. See Table 21, page 29.

No strong emphasis was predicted for basic education, retraining, public affairs courses, liberal arts courses, or more course sequences. The limited extent to which such changes were predicted may be interpreted as an indication that programs offered in the future will be largely of the type now being presented, unless external forces cause programming in other areas to become financially attractive.

An inability or unwillingness of the director to predict changes in a system would be readily understandable if he were not in charge, but instead were simply administering a program for which he lacked the authority to make policy decisions. A series of questions were asked to determine the extent of the director's autonomy. In response to the question "Who must be consulted before you can develop and offer new courses?", the most frequent answer was "no one" (Table 23). Generally, the directors reported that they followed a practice of keeping the superintendent and the principal in the school or schools involved fully acquainted with the developing program not as a means of seeking permission, but instead simply as a courtesy. According to the directors, in some cases when the propriety of offering a particular course was in question, the superintendent was consulted. In part, the justification for the autonomy of the director may have been based on an assumption by the superintendents that the adult program was not a particularly important part of the total district educational program, and that so long as the participants were not complaining the program was good for public relations.

TABLE 23

THE NUMBER OF PEOPLE THE DIRECTOR MUST HAVE CONSULTED
WITH BEFORE A NEW COURSE IS OFFERED*

Number of People**	Number of Directors Reporting
No one	17
1	13
2	17
3	1

*Based on responses of 48 directors.

**In most cases the superintendent and/or the principal were the people with whom consultation was required.

In the development of non-credit courses, the directors enjoyed almost complete control. In the development of credit courses, the directors were restricted somewhat because they had to secure cooperation and approval from the academic department sponsoring such activity.

PROGRAM PERSONNEL

In the adult education enterprise in the public schools no person plays a more important role than the director. He may be assisted by other professional staff members, secretarial employees, volunteers, and committee members, but in the final analysis he is the person who stands to be held accountable for the success or the failure of the program. In constructing the section of the questionnaire dealing with the program personnel, the survey committee considered first the director, then the professional assistants, the secretaries, and all other workers. These persons will be discussed in that order in reporting on the personnel of the programs.

The Director

The position of director in a public school adult education program is beginning to assume some uniform characteristics so that superintendents, school boards, the public, and directors themselves are developing a clearer image of their roles and responsibilities. A number of years and a great deal of experience with the persons serving in such capacity are needed before any common agreement can be reached on the appropriate image of the director. In this regard, the evolution of a clear and a widely recognized role for the director may parallel the development of the role of superintendent. Gilland observed that the school superintendency, having come into existence in the early part of the nineteenth century, "showed little promise of developing into an office of significance."[1] Through a combination of increasing need for administrative leadership and supervision and the demonstration of the superintendents' ability to cope successfully with changing conditions, the superintendents were entrusted with increased responsibilities.[2] Perhaps the repeated demonstration of competence under changing conditions is the way in which the position of director will emerge to one of more widely recognized educational leadership in American society in the last third of the twentieth century.

The emerging profession of public school adult education director appears to be taking form fairly rapidly, partly due presumably to the burgeoning demands of adult education directed at the public schools. In 1952 the Division of Adult Education Service of the National Education Association asserted that this new profession had only begun to assume definite common characteristics in the 1940's. These emerging positions had one overriding common characteristic - they were largely part-time jobs. In 1952 the National Education Association, in conducting a study of urban public school adult programs, defined a director as someone who gave 26 percent or more of his time to supervising adult education, a percentage which reveals the part-time nature of the post.

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[1] Gilland, Thomas McDowell. "The Origin and Development of the Powers and Duties of the City School Superintendent," Ph.D. dissertation, p. 277. Department of Education, The University of Chicago, Chicago, 1935.

[2] _Ibid._, p. 277.

Ten years ago, in reporting on evaluative studies of adult education programs in the public schools, Kempfer stated that such studies "almost invariably show programs having full-time directors to be superior in all significant respects to programs with part-time directors."[1] The explanation offered was that "one cannot expect to find well-developed programs run on the marginal energies of a day school staff member who is interested primarily in some other assignment."[2] Yet, nationally only 7.2 percent of public school adult education programs are known to have full-time directors.[3]

If the majority of programs are administered by part-time directors, then what principle should guide the selection of such individuals? Kempfer, recognizing the practical constraints operating within the public schools regarding the employment of full-time directors, concluded that we would continue to have a great many part-time directors for a considerable period. He observed that "part-time assignments are most successful if they are filled by persons desirous of devoting full time to adult education and if the positions can be expected to grow into full-time jobs."[4]

Directors were asked to estimate the percentage of their total working time spent on the adult education program. Four were employed full time in the adult program and all of the others were only able to allot a part of their time to this activity (Table 24). It should be remembered in interpreting this table that no standard number of hours was used as a total working time and the percentages given cannot readily be converted to hours. The significance of the table lies in the relative importance of adult education work to total job demands on a time scale.

TABLE 24

ESTIMATED PERCENT OF TOTAL WORKING TIME
SPENT ON ADULT EDUCATION*

Estimated Percent of Time	Number of Directors
100	4
75 - 99	4
50 - 74	6
25 - 49	9
0 - 24	21

*Forty-six of the 48 directors responded to this item and of those 46 responding, two gave an indefinite response.

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[1] Kempfer, Homer. Adult Education, pp. 293-301. McGraw-Hill Book Company, Inc., New York, 1955.

[2] Ibid., pp. 293-301.

[3] Woodward and Mason, op. cit., p. 22.

[4] Kempfer, op. cit., pp. 293-301.

For all directors other than the four who are employed full time in adult education, other responsibilities are carried within the school system. Table 25 reveals that 26 directors spend between one and forty hours per week teaching. For those individuals who teach an appreciable number of hours each week and direct an adult program, it is obvious that their adult work is done on an overload basis, and it appears that the adult program may not have much of a claim to their thoughts and creative efforts.

TABLE 25

TIME SPENT IN TEACHING FOR THE DAY SCHOOL PROGRAM*

Number of Hours Per Week	Number of Directors
40	2
35 - 39	0
30 - 34	1
25 - 29	5
20 - 24	3
15 - 19	3
10 - 14	1
5 - 9	9
1 - 4	2
0	18

*Forty-four of the 48 directors responded to this item.

Eleven of the part-time directors reported having no teaching responsibilities in the day school program, indicating that they handled duties other than teaching. As shown in Table 26, a number of those who taught part time performed in other capacities in the school system. The range of responsibilities suggests that directors may be looked upon as fair game for almost any assignment within the total school program.

TABLE 26

OTHER ADMINISTRATIVE RESPONSIBILITIES REQUIRED OF THE DIRECTOR*

Type of Responsibility	Number of Directors
Direct the summer school program	4
Principal or assistant principal	4
Dean of students	4
Department chairman	3
Director of student activities	3
Guidance counselor	3
Publicity	3
Superintendent or assistant superintendent	2
Director of athletics	2
Director of audiovisual aids	1
Public relations	1
Publish the school catalog	1
Sponsor the school yearbook	1
Placement director	1
Drama coach	1
No other administrative responsibility	3
	37
No answer	2
Indefinite answer	2
Teaching	12
	53*

*Total is larger than total questionnaires because five directors have two additional administrative responsibilities.

Evidently the versatility of the directors and the prevailing image of their work as part time called for them to perform a wide variety of other duties for the school district.

Salary

Because directors are generally employed only part time (officially) in their adult education work, the total salary earned by such individuals is not an accurate reflection of the perceived and rewarded value of their adult education responsibilities. The salaries of directors reported in Table 27 are more a reflection of the salary scale for his conventional responsibilities within the secondary school system than of his financial payment for his adult education work. The figures, therefore, cannot be directly compared among themselves. They are provided only to indicate a distribution of salaries for men who carry some responsibility for adult education.

TABLE 27

DIRECTOR'S ANNUAL SALARY*

Thousands of Dollars Per Year	Number of Directors
6.0 - 6.9	1
7.0 - 7.9	3
8.0 - 8.9	3
9.0 - 9.9	8
10.0 - 10.9	7
11.0 - 11.9	7
12.0 - 12.9	4
13.0 - 13.9	2
14.0 - 14.9	0
15.0 - 15.9	0
16.0 - 16.9	1

*Forty-three of the 48 directors responded to this item and seven of the 43 gave indefinite responses.

The most recent National Education Association study of the salaries of both full- and part-time directors of adult education indicated an average of slightly over $11,000 per year, a level which was reported to "correspond closely with positions of similar responsibility on the administrative staff."[1] Because the figure reported is an adjusted one and the process of adjustment was not reported explicitly, the validity of the published average cannot be determined on the basis of the data provided.

Until a sufficient number of persons are engaged on a full-time basis in the direction of public school adult education programs, it will not be possible to make a realistic assessment of the perceived importance of a director to his school district relative to other administrative leaders within the same school system as reflected in salary scales.

A director's perception of the significance of his adult education work may be influenced by the percentage of his time which he spends in directing the adult program. This percentage might logically be expected to be directly related to the size of the program he supervises. Also, the greater the proportion of the director's time spent on adult education, the more reasonable it would be for his background in adult education to be stressed at the time he is hired. Similarly, the proportion of time spent in administering the program may be expected to be related to the person to have a career interest in a position which is perceived as a fairly minor one, and which requires only a fraction of the incumbent's time. Through a series of cross-tabulations the relationships between percentage of the director's time spent on adult education and each of the factors previously mentioned were calculated.

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[1] McLernon, _op_. _cit_., p. 4.

Program Enrollment and Director's Time Spent on Adult Education

As was expected, the larger programs generally had directors who devoted a major portion of their time to adult education, and the smaller programs generally employed directors who spent only a minor portion of their time in the adult school. As shown in Table 28, the time spent on the program by the director is larger for larger programs. Several striking departures from the general tendency may be noted, for even in the larger programs there are directors who are able to give only a small percentage of time to adult education. The changing nature of programs and the rapid increase in enrollment at some schools has produced a situation which calls for modifications in the organization, but for which the pace of the necessary adjustments lags behind the rate of growth.

TABLE 28

PERCENTAGE OF DIRECTOR'S TIME SPENT ON
ADULT EDUCATION AND ADULT ENROLLMENT 1962-63*

	Percentage of Director's Time Spent on Adult Education					
Enrollment	0-19	20-39	40-59	60-79	80-100	Total
Less than 1,000	15	3				18
1,000 - 1,999	2	5	3			10
2,000 - 2,999	2		1		1	4
3,000 - 3,999		1	1		1	3
4,000 and over	1	1	1	1	5	9
Total	20	10	6	1	7	44

*Based on data provided by 44 directors.

The part-time nature of the adult program director's position is emphasized by Table 28. The continuing paradox is that educational institutions evidently expect leadership to be exerted in programs reaching thousands of adults by a director who can only spend a minor part of his working time in exerting such leadership.

Comparable national figures are not available to reveal the relationship between enrollment in the adult program and the proportion of the director's time spent on adult education. Instead, data collected in 1958-59 reveal a relationship between the percentage of schools having a full-time director of adult education and the size classification of the school district based upon day school enrollment. In school districts with between 150 and 11,999 students, only 5.6 percent had a full-time director even though 31.0 percent offered adult education classes. In school districts with between 12,000 and 24,999 day students, 31.8 percent had full-time directors and 76.3 percent offered adult education classes. In the school districts with 25,000 or more day students, 50.6 percent reported having a full-time adult program director and 88.6 percent reported an adult program.[1] One point is clear - the existence of only four full-time directors for the 48 adult programs surveyed indicates that in Illinois it is more likely than it is in other parts of the nation that a director will be required to handle other school responsibilities in addition to administering the adult program.

Academic training in adult education is not a prerequisite for becoming a public school adult education director in the area surveyed. Twenty-seven directors reported that they had taken one or more courses. Because no prior survey had been conducted, no conclusion can be reached regarding changes in the academic preparation of directors that has taken place and no trend, therefore, can be identified.

The wide variety of educational backgrounds is shown in Table 29, and it will be noted that educational administration or education are the two fields which were most popular among the master's degree major areas. The two holders of the doctorate were men who had majored or minored in adult education. In both cases an interest in administration was also shown. The prevailing interest in administration is one of the most common characteristics of directors and may be a manifestation of their desire for upward mobility professionally.

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[1] Woodward and Mason, op. cit., pp. 5, 22.

TABLE 29

THE DIRECTOR'S ACADEMIC MAJOR AND MINOR AREAS OF CONCENTRATED STUDY*

Degree	Major Area	F	Minor Area	F
Ph.D. or Ed.D.	Adult education	1	Administrative guidance	1
	Administration (Ed.)	1	Adult education	1
M.A. or M.S.	Administration (Ed.)	14	Education	5
	Education	13	Psychology	5
	Guidance	4	Guidance	4
	Business management	2	Chemistry	2
	Industrial education	2	Administration	1
	Industrial arts	2	Economics	1
	Adult education	1	Educational psychology	1
	Biology	1	History	1
	Business education	1	Humanities	1
	Physical education	1	Science	1
	Science	1	Vocational guidance	1
	Speech	1		
B.A. or B.S.	Business	7	English	7
	Chemistry	5	Mathematics	6
	History	5	Social studies	6
	English	3	Education	4
	Physical education	2	Psychology	3
	Industrial arts	2	Chemistry	2
	Art	1	Commerce	2
	Biology	1	Industrial arts	2
	Education	1	Physics	2
	French	1	Biology	1
	Home economics	1	Botany	1
	Mathematics	1	Economics	1
	Music	1	French	1
	Physics	1	Reading	1
	Psychology	1	Science	1
	Vocational education	1	Spanish	1

*All of the directors responded to this item; however, two did not report their master's major; seventeen did not report a master's minor; five did not report their bachelor's major; and eleven did not report a bachelor's minor.

Director's Academic Preparation and Time Spent on Adult Education

Each director is responsible for providing administrative leadership for his entire program. Because of the complexity of his task and because of the influence which he can exert on the educational life of a community, it might be assumed that school superintendents who hire directors would be particularly concerned with their academic preparation. The National Association for Public School Adult Education has considered the educational preparation of directors and recommends that:

> Professional training programs for administrators of public school adult education, in addition to requiring specialized study in the theory and practice of adult education, should include and encourage continuing study in the area of liberal arts, human relations and general education administration.[1] . . . .
>
> . . . .
>
> An administrator of adult education should have a minimum of six (6) hours of specialized study in the field of adult education.[2]

Academic preparation may be indicated either in terms of specific degrees in adult education or in terms of specialized course work.

Table 30 shows the relationship of the percentage of the director's time spent on adult education to the highest degree attained by the director. Those who are selected to be directors are evidently persons who already hold a master's degree or who are motivated to earn such degree after being appointed to the director's post, for 42 of the directors reported having reached at least that level of educational attainment.

TABLE 30

PERCENTAGE OF DIRECTOR'S TIME SPENT ON ADULT EDUCATION AND HIS HIGHEST EARNED DEGREE*

Highest Earned Degree	Director's Time Spent on Adult Education Percentage					
	Less than 20	20-39	40-59	60-79	80-100	Totals
Bachelor's	2					2
Master's	17	10	5	1	7	40
Doctor's		1	1			2
Totals	19	11	6	1	7	44

*Based on data provided by 44 directors.

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[1] Public School Adult Education 1966 Almanac, p. 19. National Association for Public School Adult Education, Washington, D. C., 1966.

[2] Ibid., p. 21.

One of the two directors holding a doctorate had earned it in adult education, but neither he nor the other was spending over 60 percent of his time on adult education, a fact which may be attributed to the needs of the other parts of the educational program in the school district and the priorities associated with various program areas in the assignment of highly trained personnel.

Since the holding of degrees is not evidence of work taken specifically in adult education, an additional question was asked of the directors to secure data on their specific academic preparation in adult education. Twenty-five of the directors responded by indicating that they had taken no course work in adult education; eighteen reported the number of such courses they had taken; and five failed to respond. The distribution shown in Table 31 is so scattered as to be inconclusive. The central fact to be gained from the table is that prior academic preparation in adult education is either not considered to be a prerequisite for becoming a director, or that even though candidates with such preparation may be sought by superintendents, the lack of persons with such training makes it impossible to restrict the list of potential directors to those who have had such experience.

TABLE 31

PERCENTAGE OF DIRECTOR'S TIME SPENT ON ADULT EDUCATION AND COURSES TAKEN IN ADULT EDUCATION*

Number of Courses Taken in Adult Education	Director's Time Spent on Adult Education Percentage					
	Less than 20	20-39	40-59	60-79	80-100	Total
0	12	9	1	1	2	25
1	3	1			1	5
2	1		1		2	4
3			1		2	3
4		1				1
5	1		1			2
6	1					1
7						0
8						0
9			1			1

*Based on data provided by 42 directors.

The interest of the director in professional development within the field of adult education was indicated by the responses given to the question, "What sort of further educational training would you like to have?" Fourteen indicated that they would like to have some training directly related to adult education. Only one expressed a desire to pursue a program of graduate study in adult education. Eight indicated an interest in taking further training in educational administration. Evidently the work of a public school adult education director in the area surveyed is not the ideal setting for stimulating a director to pursue doctoral level study in adult education. As shown in Table 32, less than half of the directors expressed a desire for further training in adult education.

TABLE 32

FURTHER TRAINING DESIRED BY THE DIRECTORS*

Type of Training	Number of Directors
More adult education	14
Educational administration	8
Other education courses	8
Work toward the next academic degree	3
Indefinite responses	4

*Based on the responses of 37 directors.

A number of the directors were rather specific about the kind of learning they would like to pursue in adult education. One director expressed an interest in an analysis of the individual student and the community and the procedure to be taken in the development and improvement of a program. Because the public school adult education director is usually also the business manager for his own operation, it was not surprising that one director wanted to have additional course work in accounting and bookkeeping. Directors of adult education programs are also responsible for providing guidance and counseling for students, and one director, who may have recognized the importance of these functions to the adult student, expressed an interest in further study in the area of guidance and counseling. Other important areas identified included such things as organization and survey technique in adult education; sociology of urban communities; personnel training; supervision; group dynamics; and a rather open-ended type of response - "I am interested in courses that will enable me to do a better job than I am doing now."

The pragmatic approach to education was expressed by one director who seeks "a master's degree plus 30 credit hours." Three others reported wanting to work toward the "next degree." These situations may be the regrettable consequence of a school promotion and pay policy which emphasizes "quantities of education" in terms of credit hours accumulated.

Professional Backgrounds of Directors

In selecting directors for the adult programs, principals and superintendents tended to recruit from within the educational system as shown in Table 33. Directors come largely from the ranks of teachers. It may be that the training which the teachers receive is regarded as particularly desirable for directors or it may be that because of the part-time nature of the director's assignment in most cases, it is simply easier to find teachers to accept the additional evening responsibilities than it would be to recruit part-time employees from outside the school system.

TABLE 33

POSITION IMMEDIATELY PRIOR TO THE CURRENT DIRECTORSHIP*

Previous Position		Number of Directors
Education:	Teaching	18
	Guidance	3
	Department head	4
Administration:	Principal	3
	Superintendent	2
	Director - art gallery, band, extension institute, technical school	4
Adult education:	Assistant Director or Director	2
Other education areas:	Coordinator, Extension Home Economist, Vocational Education Lecturer	3
Other fields:	Secretary, Construction Engineer	2
Current position is their first job		3

*Based on responses of 44 directors.

Individuals from outside the school system do manage to become directors, but they generally do so in a two-step process, in which the first step is to become a teacher. In Table 34, 22 of the 26 directors who reported information on previous jobs held indicated that they had been teachers. If the number of individuals who had been coaches or school administrators is considered, then virtually every director had been employed by a school system before he was appointed director.

TABLE 34

TYPES OF POSITIONS PREVIOUSLY HELD BY DIRECTORS*

Type of Position	Number of Times Mentioned
Teaching	22
Industrial worker	6
Military service	4
Department chairman	4
Coach	5
Adult education director	3
School superintendent	3
School principal	2
Counselor	1
Personnel work	1
Training supervisor in a mail-order house	1
Dean of students	1
Assistant manager of a greeting card company	1
Cabinet maker	1
Pharmacy sales	1
YMCA worker	1
Security police officer	1
Office worker	1
V.A. training officer	1
Vocational appraiser	1
Homemaker	1

*Based on responses from 26 directors.

Evidently the position of director of public school adult education continues to be marginal professionally, for apparently seldom do directors move from smaller to larger programs as is commonly the case for other school administrative personnel. Rather than moving to another directorship within adult education, the director generally seeks advancement through a promotion to a principalship. Perhaps the future excellence of the field could be served by developing career lines for public school adult educators within their area of specialization. Only three directors in the programs surveyed had moved into their present posts from a position in a smaller adult education program.

Although national data are not available on the occupational backgrounds of directors, a study of the secondary school programs of adult education in California reached the conclusion that:

> The prevailing assumption is that experience both in teaching and in some administrative capacity at the secondary level are the only prerequisites necessary for administering an adult school. Appointment often seems totally unrelated to de facto qualifications for administering such an adult program. Superintendents may make

such appointments as a reward for long and faithful service to the district; because there is no other administrative position available; because nobody else wants the position; or to give a teacher some administrative experience prior to promotion to a "more responsible" position in the district.[1]

The directorship is evidently recognized as a post requiring mature leadership and seasoned judgment, for seldom are untested persons given the responsibilities inherent in the position. The directors surveyed in Illinois were largely individuals who had demonstrated their competence in other work situations before becoming directors. Only three of the 38 directors reporting indicated that they had not been employed prior to becoming a director; fifteen had held two to four jobs previously; seven had held five to seven jobs; and thirteen had held one job. Because individuals who have had work experience are by virtue of that fact usually older than those who have not yet secured their first job, the ages of directors tend to be somewhat higher than might be expected. Table 35 indicates that of the 45 directors responding to the question of age, 19 were under 40 and 26 were 40 or older.

TABLE 35

THE AGE OF THE PROGRAM DIRECTORS*

Age	Number of Directors
Under 30	3
30 - 39	16
40 - 49	10
50 - 59	12
Over 60	4

*Based on reports from 45 directors.

The average age of directors is influenced by their age when first employed as a director, their rate of turnover, and the number of years the program they direct has been in existence. Table 18 on page 26 shows the ages of the programs, and Table 36 indicates the number of years the directors have served in their current directorships. The median and the mode are six to seven years, and two of the reasons it is relatively low are that 20 of the directors have had less than six years of service in their present posts and 18 of the positions had been created since 1955.

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[1] London, _op. cit._, p. 5.

TABLE 36

NUMBER OF YEARS IN THIS CURRENT DIRECTORSHIP*

Number of Years	Number of Directors
0 - 1	8
2 - 3	4
4 - 5	8
6 - 7	9
8 - 9	8
10 - 14	2
15 - 19	3
20 - 24	2
35 - 39	1
40 - 45	1

*Based on reports from 46 directors.

Just as the academic and occupational background of directors must be known if an understanding of the nature of the job qualifications is to be developed, the director's career aspirations must be known if predictions are to be made about his concern in the future development of the program.

Career Aspirations

Some positions in education, business, government, and in other areas are largely regarded as stepping-stones to higher positions and not as career posts. Such stepping-stone posts are sought after not because of the nature of the work associated with the position, but instead because of the opportunity which the particular job presents to demonstrate one's ability and thus qualify for a promotion. To determine the career aspirations of the directors, gain evidence to establish whether their positions were career posts or steps on a ladder of administrative promotions, and find their views of their adult education assignment, the question was asked: "What do you expect to be doing in ten years?"

If the position of the director is perceived as a career position, then the directors would anticipate serving in the same capacity ten years in the future. If, however, the post of director is seen as a stepping-stone, the directors would anticipate moving on to the next step in a decade. The results shown in Table 37 reveal the transitory nature of the job as perceived by 24 of the 45 respondents.

TABLE 37

PERCENTAGE OF DIRECTOR'S TIME SPENT ON ADULT EDUCATION AND DIRECTOR'S CAREER ASPIRATIONS*

Career Aspirations	Director's Time Spent on Adult Education Percentage					
	Less than 20	20-39	40-59	60-79	80-100	Totals
Teaching	4	2				6
School administration	9	6	1		2	18
Adult education			6		3	9
Retire	5			1	1	7
Don't know	5	1			1	7

*Based on data provided by 44 directors. Three directors gave two responses.

The transitory nature of the position of director of adult programs has also been observed by Clark who noted that in California the directorship serves as a proving ground for those who have ambitions of becoming principals and superintendents. To the extent that Clark's analysis represents a general phenomenon and is not simply a reflection of the special nature of public school adult education in California, one would expect to find a similar situation in Illinois. Table 37 reveals that the most frequently named career sought by the directors in this survey was in school administration. Inasmuch as the directing of an adult program is not perceived as educational administration, due perhaps either to the salary scale or to the special nature of the program, those who are currently directors seek to change positions to realize their aspirations.

The proportion of his time that a director spends on adult education is associated with his career aspirations, for none of the directors who were spending less than 40 percent of their time on the adult program envisioned a career in adult education. In contrast to this situation, two of the directors spending between 80 and 100 percent of their time on adult education identified career aspirations outside of adult education and two demurred from identifying a career interest, responding "don't know" instead.

Director's Time Spent on Adult Education and His Use of Advisory Committees

One of the tenets of professionally trained adult educators is a belief in the necessity of involving the learner in the planning of educational programs. Within the public school context such involvement would be manifest in each individual classroom where learning takes place and also in the planning and improvement of the adult school program. In the present survey no effort was made to secure data on instructional methods in the individual courses, but attention was focused on the extent to which the director had made formal arrangements for the routine consultation of present and potential participants in the development of the program as a whole and in the formulation of programs in special content areas and for special target audiences.

The development and effective utilization of an advisory committee is a task requiring careful planning and deliberate action by the director. Because it is less time-consuming to reach decisions independently than it is to involve a number of persons in arriving at a group decision, it seemed reasonable to assume that those directors who give the major part of their time to adult education would have more time to work with groups and therefore would make greater use of advisory committees than would those directors for whom adult education is only a minor part of their total responsibilities. Table 38 reveals the contrary situation, for of the eight advisory committees reported to be in existence, five were in programs in which the director spent less than 40 percent of his time in adult education. On the other hand, two of the five directors who had nearly full-time adult education assignments said that they made use of advisory committees but only for certain courses.

TABLE 38

PERCENTAGE OF DIRECTOR'S TIME SPENT ON ADULT EDUCATION AND EXISTENCE OF ADVISORY COMMITTEE*

Advisory Committee	Director's Time Spent on Adult Education Percentage					
	Less than 20	20-39	40-59	60-79	80-100	Totals
Yes	2	1				3
No	16	9	5	1	5	36
For certain courses	1	1	1		2	5

*Based on data provided by 44 directors.

Of the 44 directors responding to the question "Is an advisory committee functioning to represent the community in the planning of your courses?" only eight replied affirmatively. Further, only two others expressed the intention to develop an advisory committee. Accordingly, the remainder (36) neither had such a committee nor indicated an intention to form one.

The eight programs which utilized advisory committees did so in a variety of ways. Three programs each had a general advisory committee from the community; two had committees composed entirely of members of the school staff; two had special interest committees looking at only one phase of the total program; and one director reported that a variety of advisory committees were used, one for each main aspect of the program.

The functioning of the advisory committees may be indicated by the frequency of meeting. In general, the committees were reported to meet infrequently and only at the request of the program director. In only one of the eight programs did the committee have a set pattern of meetings throughout the year.

In selecting the members of an advisory board, a director may reveal the segments of the community he seeks to serve. Organizations which were represented on the advisory committee included hospitals, labor unions, businessmen, housewives, industries, newspapers, real estate boards, Red Cross, and school boards.

The paucity of advisory committees may be related in some fashion to the complete absence of such committees in the Chicago public schools. Unlike their counterparts in New York and Los Angeles, administrators of the City of Chicago public school adult education program have failed to build "bridges to other institutions and leadership forces in the community" through the medium of advisory committees.[1] Throughout the northern third of Illinois, including the City of Chicago, the adult programs of the public schools show little evidence of a belief in the use of advisory committees. It might be assumed that the scarcity of full-time directors is a partial explanation for this lack. Yet, the finding that no directors spending more than 40 percent of their time in the adult program are using general advisory committees raises certain questions which cannot be answered by the data collected in the survey. What functions do directors believe advisory committees can perform? What are the advantages and disadvantages of using advisory committees as seen by the directors? What constraints, if any, prevent the directors from developing advisory committees? What learning opportunities do advisory committees provide which cannot readily be provided in any other way? What evidence exists to establish the usefulness of such advisory committees in public school adult education programs? Unfortunately, the literature of adult education does not provide conclusive answers for these questions and their resolution awaits further research.

In looking at all of the relationships of percentage of time spent on adult education to all of the other variables, the following conclusions seem to be justified: (1) although part-time directors are directing some of the larger programs, there is a tendency for programs with larger enrollments to have directors who spend a larger percentage of their time in adult education than is the case for programs with smaller enrollments; (2) those who hire directors tend to select either those who already have a master's degree or who will be likely to earn one; (3) those who are hired as directors are not likely to have had academic training in adult education, and the likelihood is not affected by the portion of the director's time to be spent in adult education; (4) those who are serving as directors tend not to have advisory committees of any kind, and the percentage of time the directors spend on adult education is not related in any clear fashion to the use of such committees; and (5) those who spend a minor part of their time in adult education are appreciably less likely to have career aspirations in the field than are those directors who spend a major part of their time in such activity.

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[1] Havighurst, Robert J. The Public Schools of Chicago, pp. 439, 443. Board of Education of the City of Chicago, Chicago, 1964.

Director's Reports to School Boards and Superintendents

Interest in the adult education program on the part of the local board of education may be reflected in the frequency with which the director reports formally to the board. The director who never reports may be working under a superintendent who presents all reports himself; the adult program may be operated almost entirely as an autonomous, self-supporting unit; or only informal communication may occur between the board and the director. Table 39 shows the frequency of formal reporting by the director to the board of education. Apparently, reports are most commonly made once per semester by the directors, although bimonthly reporting is used in two cases and no formal reports are submitted by four directors.

TABLE 39

DIRECTOR'S FORMAL REPORTS TO THE BOARD OF EDUCATION*

Number of Reports	Number of Directors
0	4
1	9
2	12
3	5
4	1
5	0
6	2

*Thirty-six of the 48 directors responded to this item; of those 36 responding, three gave indefinite responses.

Board members who never receive a formal report on the adult program may reasonably be expected to be less well informed concerning the strengths and weaknesses of the program than those board members who do receive such reports. Those directors who do not submit periodic reports may be overlooking the potential such a practice offers for developing community understanding of the program, both directly by the informing of board members and indirectly through the newspaper reports of the board meetings which convey the message to the public.

The interest of the superintendent in the programs and his desire to be kept informed may be inferred from Table 40 which shows the frequency with which he receives formal reports from the director. The absence of formal reporting may not reveal a lack of communication; it may instead indicate an informal working relationship between the director and his superintendent. Although informal reporting may occur naturally as the director carries out his work daily in dealing with the superintendent, no natural association of the director and the board makes an informal report mechanism likely to function in that relationship.

TABLE 40

DIRECTOR'S FORMAL REPORTS TO THE SUPERINTENDENT OF SCHOOLS*

Number of Reports Annually	Number of Directors
0	3
1	4
2	6
3	2
4-5	7
10-12	2
Weekly	4

*Thirty-seven of the 48 directors responded to this item; of those 37 responding, nine gave responses which could not be summarized in this manner.

Other Professional Staff

Although the number of adult students served in the public schools of the districts from which reports were received was almost as great as the number of day students, the administrative staff of the adult program was relatively minute. Table 41 shows that 20 programs were operated with no professional assistants working with the director. Ten of the directors considered their secretaries to be "professional staff", indicating that adult school secretaries carry administrative responsibilities which ordinarily would be handled by professional staff. Because in most cases the directors are able to give only a fraction of their time to the administration of the adult program, their secretaries are, of necessity, delegated decision-making authority to enable them to deal with many questions without the direct involvement of the director. The importance of the secretarial post seems to warrant the development of special training opportunities for such individuals.

TABLE 41

OTHER PROFESSIONAL STAFF IN THE ADULT EDUCATION PROGRAMS*

Type of Personnel	Number of Programs
None	26
Secretaries	9
Assistant director	7
Vocational supervisor	1
Division head assistance	1
Counselor	2
Registrar	1
Program advisor	1
A second director	1
Coordinator	1
High school principal	1
Clerk	1

*Based on responses by 48 directors. Four of the 48 directors listed additional personnel from two categories.

To assist with the clerical work of the adult programs, both full- and part-time employees were used. Based on 37 completed questionnaires, it was found that eleven programs employed one full-time secretary; one employed two; and one employed three.

Part-time clerical assistance was used in all but one of the 37 programs. Twenty directors each employed one part-time clerk; eleven employed two; three employed four; and one director reported employing seven part-time clerks.

The field of adult education depends very heavily upon volunteers. This reliance has been characteristic of the field historically, but within the public school setting it appears that dependence upon the volunteer efforts is relatively slight. The extent to which directors believe they are dependent upon unpaid volunteer assistance is shown in Table 42. Evidently, in the administration of the program the involvement of volunteers is considered to be of less importance than the development of a paid staff. Perhaps the desire for efficiency of operation may be inimical to the fullest development of the program.

TABLE 42

PROGRAM DEPENDENCE UPON UNPAID VOLUNTEER ASSISTANCE*

Degree of Dependence	Number of Times Mentioned
None	28
Very little	7
Some	3
Very much	1
Entirely	1

*Forty of the 48 directors responded to this item. Of those 40, six mentioned student help with secretarial work and registration.

Faculty of the Adult Education Program

The quality of the instructional program in an adult education program is largely determined by the competence of the teaching staff. In this survey directors were asked what preservice education they arranged for their new teachers. Approximately one-third of the directors reported providing no program whatsoever (Table 43). A majority of the directors indicated that they used personal conferences, supplied reading materials, and held or cooperated in dinners or institutes at the beginning of the school year; but the responses tended to indicate that no regular systematic procedures had been developed. Table 43 summarizes the reports of the directors regarding training provided for new teachers.

TABLE 43

PRESERVICE TRAINING PROVIDED FOR NEW TEACHERS IN THE ADULT PROGRAM*

Type of Training	Number of Programs
None	18
Very little	2
A combination of programs (conferences, supervision, materials, etc.)	11
Personal conferences only	9
Institutes or dinners only	5

*Forty-four of the 48 directors responded to this item.

The provision of organized preservice training for teachers is evidently not widely regarded as a responsibility of the directors. The variety of responses reported regarding preservice training was great. Some directors asserted that because all of the teachers were already certified they were therefore qualified. Some directors indicated that no training was given and expressed the view that none was needed. Three directors stated that their teachers are already qualified even though the basis for determining such qualifications was not identified.

On the other end of the scale, one director reported that there is a personal one-hour orientation of each new teacher by the director and that there is a program in the office and a walk through the school, during which time the director and the teacher discuss the purposes of his course and the total adult education program and its philosophy. There is also a new-teacher staff meeting held in the teachers' lounge, consisting of a two-hour program presented by the director. An orientation is provided regarding the makeup of the adult student body, the curriculum of the total program, and the administrative procedures used in the organization.

The directors reported that during the new teacher's first and subsequent years of service, training is provided individually and through discussion of evaluations, publication of a newsletter, distribution of bulletins, and participation in annual institutes for teachers of adults (Table 44). The responses did not convey the impression that a coherent, well-thought-out in-service training program is being provided to most teachers of adults in the survey area.

TABLE 44

IN-SERVICE TRAINING DURING THE FIRST YEAR FOR NEW TEACHERS*

Type of Training	Number of Programs
Personal conferences only	10
None	9
A combination of approaches (institutes, bulletins, conferences)	6
An evaluation system	4
In-service institute	3
Introducing methods and resource materials	2

*Thirty-one of the 48 directors responded to this item.

The apparent lack of structure in the in-service training may not be evidence of a lack of concern regarding staff training. It could, in fact, be an indication of the commitment of the director to giving personalized assistance, and that because individualized assistance is provided, much of the need for group sessions is eliminated. Because of the large number of teachers employed and the time demands on the director from other concerns, such an interpretation appears unlikely.

Several directors observed that the lack of financial resources to support the attendance of teachers at training programs was a stumbling block.

In no case was there any evidence that the teachers themselves had participated in the planning of the in-service training program. This situation together with a lack of advisory committees gave evidence of a reluctance of the directors to involve the learners in planning the educational programs and an unwillingness to use group processes in arriving at decisions.

One of the reasons that little in-service training is provided by directors could be their belief that teachers have already received sufficient pedagogical indoctrination. Thirty-seven directors reported on the number of their teaching faculty employed in the day school program (Table 45). Seven directors said that two-thirds or more of their faculty members were day school teachers; 23 said that between one-third and two-thirds of their teachers also teach during the day; and seven reported that less than one-third of their faculty work in the day school.

TABLE 45

THE NUMBER OF DAY SCHOOL TEACHERS EMPLOYED IN THE ADULT PROGRAM*

Number of Day School Teachers	Number of Programs
0 - 9	12
10 - 19	6
20 - 29	13
30 - 39	3
40 - 49	4
50 - 59	4
60 - 69	2
70 - 79	1

*Forty-five of the 48 directors responded to this item. The minimum number of teachers mentioned was two and the maximum number was 73.

Special training for teachers of adults would be essential if it were believed that the teaching of adults required knowledge unlike that required by teachers of children or adolescents. Special learning opportunities would also be desirable if it were assumed that performance could be improved through increasing the teachers' knowledge of adult education. The awareness of the director concerning the special competence needed by instructors of adults may be reflected in part by his provision of opportunities to foster the development of such particular understandings, insights, and skills on the part of his teacher. The extent of the continuing programs of in-service training for teachers provided by the adult schools is shown in Table 46. Although no conclusive interpretation can be made on the basis of the data collected, the lack of systematic planned activities may suggest that such programs have not yet been given a great deal of attention.

TABLE 46

CONTINUING PROGRAMS OF IN-SERVICE TRAINING FOR ALL TEACHERS*

Type of Training	Number of Programs
None	9
A combination of programs (meetings, bulletins, counseling)	5
Personal conferences only	7
In-service institutes	7
Rely exclusively on another single approach: evaluation, newsletter, resource, advice	4

*Based on data provided by 29 directors.

The directors were asked to list their criteria for employing new faculty members, because the survey committee believed that in this way they could determine the characteristics which directors felt were most important in adult teaching. The responses of this open-ended question are shown in Table 47. As might have been anticipated, subject matter competence was named most frequently. The second most frequently named criterion dealt with official legal recognition of the teacher's ability to teach. All other criteria identified are shown in Table 47. Although no other single characteristic was identified in exactly the same way by any sizable group of directors, a common thread seems to be the concern for an ability to work harmoniously with adult students.

TABLE 47

CRITERIA FOR THE EMPLOYMENT OF NEW FACULTY MEMBERS*

Type of Criteria	Number of Times Mentioned
Competence in his field	33
Teaching certificate or acceptance by the state board	18
A good personality	6
Desire to teach	4
Letters of recommendation	3
Ability to work with adults	3
Previous experience in teaching adults	2
Leadership potential	1
A sincere interest in people	1
Currently teaching elsewhere	1
Previous teaching experience	1
Ability to retain students in their classes	1

*Forty-two of the 48 directors responded to this item.

In the adult program, classroom observation of instruction is seldom performed by the director. The loss of students caused by ineffective instruction may result in a financial loss to the program. In this situation, selection procedures are of great importance to the continued existence of the program. Because of a continuing staff turnover, directors are faced with a persisting need to select teachers. The size of the faculties can be seen in Table 48, showing the number of teachers employed in the reporting programs.

TABLE 48

THE TOTAL NUMBER OF TEACHERS IN THE ADULT PROGRAM*

Number of Teachers	Number of Programs
0 - 9	4
10 - 19	5
20 - 29	2
30 - 39	5
40 - 49	8
50 - 59	5
60 - 69	2
70 - 79	6
80 - 89	0
90 - 99	1
100 - 109	1
110 - 119	2
120 - 129	1
200 - 240	2

*Forty-four of the 48 directors responded to this item. The minimum number of teachers mentioned was two and the maximum number was 232.

COMMUNITY RELATIONS

Just as "no man is an island," no public school adult education program exists in an environment devoid of other adult education agencies. To determine the awareness of the directors concerning other adult education opportunities existing in the school districts surveyed, the directors were asked to list any agencies which offered adult education in their districts. Table 49 indicates the variety of agencies listed.

TABLE 49

OTHER AGENCIES OFFERING ADULT EDUCATION
IN THE LOCAL PUBLIC SCHOOL DISTRICT
AS REPORTED BY THE DIRECTORS OF
THE ADULT PROGRAMS*

Type of Agency	Number of Times Mentioned
YMCA and YMHA	17
Park and recreation department	15
Churches	12
Industries and companies	11
Other high schools or colleges	10
Women's clubs	6
Libraries	6
Red Cross	3
Museums	2
Hospitals	2
Elementary schools	2
Music organizations	1
Political organizations	1
Chamber of commerce	1
Police department	1
PTA	1
Boy Scouts and Girl Scouts	1
County health department	1
Community house	1
Palos Foundation	1
Community club	1
None	5

*Forty-one of the 48 directors responded to this item.

Because of the ubiquity of adult education institutions it seems rather unlikely that five school districts devoid of such institutions exist in northern Illinois. The data may reflect a lack of awareness on the part of the director. Even more important than the director's awareness of other agencies is the kind of relationship which exists with those agencies. Table 50 summarizes the nature of the agency relationships as perceived by 33 directors.

TABLE 50

RELATIONS BETWEEN OTHER AGENCIES AND THE ADULT EDUCATION PROGRAM*

Type of Relationship	Number of Times Mentioned
Friendly	10
Cooperative	9
No contact	4
Competitive	3

*Thirty-three of the 48 directors responded to this item. Of those 33, one gave an indefinite response.

Some of the kinds of cooperation more frequently mentioned were: referring students to other programs; avoiding duplication of services; and informal consultation by telephone. Two directors stated that they would like to have increased cooperation. Only five indicated that no joint planning took place.

Fifteen directors reported no formal cooperation or joint sponsorship of programs with other community agencies. Three directors reported the existence of cooperating agencies but did not list any. From the remaining 23 programs, reports were made of cooperative arrangements with one or more of the following agencies: universities, local employers, labor unions, power squadron, police department, investment educators, hotel and restaurant association, banker's association, mental health clinic, social security administration, square dance club, churches, library, national metal trades, Red Cross, civil defense, garden guild, Great Books, fire department, credit unions, real estate board, manufacturer's association, parent-teacher association, coast guard auxiliary, dog club, chamber of commerce, and league of women voters. If the public school system is to provide stimulation, leadership, and encouragement to the adults in any community, then cooperative program developments with organized groups in the community is one means of securing group approval, support, and participation.

Assessing Community Educational Needs

When advisory committees are actively engaged in formulating, promoting, and evaluating programs, the interests of the wider community are represented only to the extent that the membership of the board reflects the diversity of the total school district population. Convinced through informal discussion with a number of directors that advisory committees were seldom used, the survey committee sought to determine the way in which community educational needs were assessed through some other method. Table 51 presents the procedures which the directors indicated were used for determining adult education needs of the community.

TABLE 51

PROCEDURES FOLLOWED IN ASSESSING THE COMMUNITY'S EDUCATIONAL NEEDS

Procedures Followed	Number of Times Mentioned
Contacts with and requests from individuals	18
Contacts with and requests from organizations	11
Community-wide survey	8
Seek public relations suggestions	6
Meet with representatives of industry	3
Watch adjacent programs	3
Advisory board	2
Student survey	2
Trial and error	2
Watch the local press	1
Meet with other community adult education agencies	1
Informal questions	1

Note: Thirty-nine of the 48 directors responded to this item. Of these 39 programs, two are reported as having no definite procedures.

In a nationwide survey of public school adult education programs made in the academic year 1958-59, data were collected on the percentage of such programs co-sponsoring adult education activities with other community institutions. In the school districts with 25,000 or more day students, 57 percent reported co-sponsorship; and in the smaller districts with between 150 and 11,999 day students, only one-fifth as large a percentage, 11.8 percent, indicated such cooperation. Such a discrepancy between the larger and smaller systems is not readily explained, for presumably it would be in the smaller programs that the greatest amount of community support would be needed. On the other hand, it may be that the larger school systems, half of which employ full-time directors, are better structured to facilitate communication with other community agencies than are the smaller systems which are only one-ninth as likely to have a full-time director who can devote some of his time to building bridges to the community.[1]

Even though a director may consult with a variety of individuals in many different settings, the end result is not and cannot be the same as if he had brought these people together to discuss the program as a group. Within the process of discussion each member of the group can come to have a clearer understanding of the needs of the other members.

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[1] Woodward and Mason, op. cit., p. 22.

The advisory council can serve not only as a means of getting advice for the director from the community, but also it should provide a stimulating learning experience for each of its members. A carefully constituted advisory committee, skillfully led by the director, has the potential of becoming one of the most, if not the most, effective learning experience in the total public school adult education program.

Unfortunately, the stereotyped patterns of the day secondary school persist in the majority of adult programs. Students may be regarded as passive learners with all direction and initiation of curriculum resting with the teacher. Seldom are the adult students regarded as active participants who have an obligation, responsibility and need to engage in curriculum development, setting course objectives, evaluating instruction, and the shaping of the entire program. As was noted in the Havighurst report, the schools of Chicago make less provision for hearing the public's ideas than do those of Los Angeles or New York.

An additional question asked to determine the extent of learner participation in planning was: "Is a council of adult students now functioning?" Of the 43 directors who responded to this question, only one reported the existence of such a council. In stating the major function of that council, the director emphasized the identification of new courses which might be added to the list of offerings.

The potential for conducting meaningful educational activities which can have a synergistic effect in relation to existing adult education programs is evidently untapped. Through the use of advisory committees and student councils, directors should be able to learn about the needs of their communities more readily and effectively than they can using their present, unstructured methods; they can create a sound public relations program through the development of individuals who consider the program as a whole rather than concentrating on any single phase to the exclusion of all others; they can secure evaluations of the adequacy of current efforts; and they can provide training in problem solving and committee operation for those who serve on the committees. Such a forward move can scarcely be taken if too much attention is paid to historical precedent, if directors are overworked and have career aspirations lying in some other work, and if a concern for the speed of making decisions is allowed to override a belief in the educative nature of the group decision-making process.

FINANCES

The operation of an adult education program in any setting requires money and the public school program is no exception to this condition. The income received from all sources for the operation of the program, the level of the course tuition, the policies regarding student payment of fees and refunds, and the extent to which the director has control over his income and expenditures are all aspects of the financial situation which were seen by the survey committee as important elements in the administration of a public school adult education program. These elements are discussed in turn in an effort to characterize the financial conditions under which the various programs operate.

The cost of operation of the adult program is met in various ways by the different schools in the area. In general, the major source of income is student fees. Support from the local school board; federal, state, and local reimbursement schemes; and income received from miscellaneous sources were of lesser importance than the money raised by direct charges paid by the students.

At the time the survey was conducted, the adult student was expected and required to pay the major cost of operating any public school program in which he chose to participate (Table 52).

TABLE 52

AMOUNT AND SOURCE OF INCOME*

Source	Amount in Percent	Number of Programs
Students	90 - 100	11
	80 - 89	4
	70 - 79	1
	60 - 69	3
	50 - 59	1
		Total: 20
School board	10	3
	7	1
	None	5
		Total: 9
Government: local, state, and federal	30 - 39	2
	20 - 29	3
	10 - 19	5
	Less than 10	6
	None	3
		Total: 19
Other sources: Rental of teaching aids Underwritten course costs Employer bulk purchase of tuition	No amounts were stated.	

*Based on reports of 43 directors.

In several cases the school boards were reported as providing some financial assistance to the adult program. Three directors indicated that their programs received ten percent of their income directly from the board. Another director reported that seven percent of the income of his program came from the school board. With the exception of three responses which were undecipherable, the balance of the programs evidently received no financial assistance from the local school board.

It should be pointed out, however, that in some cases where the local school board does not provide a cash subsidy to the program, it may provide meeting facilities, heat, light, equipment, janitorial services, and the major portion of the director's salary as a matter of course. Therefore, the absence of any cash income to the adult program from the school board should not be interpreted as denoting a policy of nonsupport. To determine the nature and extent of the subsidy is beyond the scope of this survey, but suffice it to say that such a determination would be involved and difficult. A general impression of adult public school programs lends support to the belief that all such programs are underwritten to some extent by their school boards.

Citizens of Illinois participating in public school adult education programs must pay a larger share of the costs of operating their adult education programs than is the case for the rest of the nation. Data collected in the Illinois survey indicated that students paid between 50 and 100 percent of the expenses of operating the 20 programs for which data were reported. The findings of a national survey conducted in 1958-59 are in marked contrast to this situation, for the average percentage of program costs paid by the students varied from a low of 13.0 percent in the largest school systems to a high of 27.3 percent for the smaller school systems.[1]

The importance of district or local tax funds was found to vary nationally from a maximum contribution to total income of 52.6 percent in the largest school districts to 27.4 percent in the smaller school districts.[2] In contrast, local school boards in Illinois contribute very little. Only four of the programs surveyed reported any underwriting, and even in these cases the extent of the support was ten percent or less. Even allowing for the sketchiness of overhead cost calculations in the adult programs, it appears that Illinois school boards have not accepted their responsibilities in adult education to the same extent as have boards in the majority of other states.

Directors who develop programs in cooperation with government agencies often secure a sizable proportion of their operating income from these sources. Such assured income may tend to divert a director from his primary task of helping all of the people of his district meet their educational needs.

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[1] Woodward and Mason, op. cit., p. 25.

[2] Ibid., p. 25.

Student Tuition

Student fees are the largest single source of income for the adult program. One question on the survey form asked for the average tuition charged per course. Table 53 summarizes the distribution of fees charged in the survey area.

TABLE 53

AVERAGE TUITION PER COURSE CHARGED AT PUBLIC SCHOOL ADULT EDUCATION PROGRAMS*

Average Tuition Charged	Number of Programs Reporting
Less than $10	3
$10 to $14	25
$15 to $19	13
$20 to $29	3
Over $30	1

*Based on data from 45 directors.

Some free courses were offered, and at the other extreme a tuition of $60 was charged for the most expensive courses. A number of programs listed tuition charges of one or two dollars.

Special Tuition for Certain Students

If adolescents are to learn the value of lifelong learning, then presumably the examples set by their high school teachers would be one way of impressing upon the developing young adults the adventure and the necessity of adult education. In 25 programs either reduced fees or no fees are charged to the day school faculty to encourage their participation. No attempt was made to assess the effectiveness of this procedure in influencing the participation of day school teachers or the perception of adult education held by the day students of participating teachers.

Refund Policy

Adult students may enroll in courses without having any clear idea of the nature of the courses. They may decide, after attending one or two class sessions, that they wish to withdraw or to enroll in a different course. In either case the question of refunding student fees arises. Table 54 sets forth the policies which have been established in 46 of the schools regarding refunds.

TABLE 54

THE ADULT EDUCATION PROGRAMS' POLICIES ON REFUNDS*

Allowed if	Programs Reporting	Not Allowed if	Programs Reporting
Class has not started	5	Course is offered	8
Requested before the first class meeting	1	Registration is completed	1
Requested before the second week of classes ends	7	Requested after the first class meeting	14
Prorated: 3/4 after the first class; 1/2 after the second class	1	Requested after the second class meeting	10
No refunds are allowed	3	The course was a limited enrollment course	1
		Requested after the third class meeting	2

*Based on reports from 47 directors.

Evidence of the general flexibility of the program policies is the number of exceptions to the refund policy allowed. Seventeen different reasons were listed by the directors as justification for refunding.

Control of the Funds

Although the reports from the directors indicated a high degree of autonomy in the operation of the adult education programs, a test of the accuracy of this perception are the directors' reports dealing with the extent to which they have control over the financial assets of the adult program. The amount of control which each director felt he had over the program income is shown in Table 55.

TABLE 55

THE DIRECTOR'S CONTROL OF THE ADULT PROGRAM'S INCOME*

Amount of Director Control	Number of Times Mentioned
Complete control	21
Some control	11
No control	6

*Forty-three of the 48 directors responded to this item. Of those 43, five gave responses which could not be summarized.

Control over the program income is vested in at least three persons other than the director of the programs, according to the directors who felt they were not completely in charge of the funds. Table 56 indicates the locus of income control for the programs in which the director reported that others exerted a direct influence on income and expenditures.

TABLE 56

TYPE AND DEGREE OF CONTROL OF THE INCOME BY OTHERS THAN THE DIRECTOR*

Type and/or Degree of Control	Programs Reporting
Approval by superintendent required on all major use of funds	5
Control is shared with the business manager	4
Complete control is held by the business manager	1
Complete control is held by the school board	2
. . . .	. . . .
All surplus income goes into the general fund	4
All income goes into the general fund	1
Unclear	2

*Based on reports from 17 programs. Two directors listed responses in two categories.

Even though the directors were in primary control of the income in 23 programs, 35 of the directors were required to conduct programs which were entirely self-supporting. In 12 programs the directors said that they were not required to operate financially self-sufficient programs, but in only one case did a director emphasize that no one expected his adult education program to be self-supporting. Inadequate data were reported to indicate what proportion of the programs gave all of their income to the school general fund.

Directors who wish to compare the financial arrangements of several programs are often dismayed by the lack of uniformity in the record keeping process. In some cases overhead expenses are charged to the adult program budget, while in others the overhead costs are absorbed in the day school budget. Table 57 reveals some of the many variations in bookkeeping procedures reported by the directors.

TABLE 57

ITEMS CONSIDERED PART OF THE ADULT PROGRAM'S EXPENDITURES

Item	Number Reporting	Number of Yes's	Number of No's	Number of Part
Director's salary	44	25*	19	8
Director's conference expenses	37	26	11	
Clerical salaries	42	29	12	1
Utilities	42	9	32	1
Equipment depreciation	41	8	33	
Equipment purchase	36	22	14	
Equipment maintenance	39	9	30	
Janitorial services	42	8	32	
Clerical supplies	40	24	12	4

*Of the 25 programs supporting the director's salary, 17 programs meet 100 percent of this stipend.

Expenditures

The expenditure of funds for various purposes is shown in Table 58, where it can readily be seen that extreme variation exists. Because of the differing policies regarding payment for overhead and for other items of the total expenses, wide differences can be noted. Payment of the teachers' salaries is the largest single item of expense for all programs, ranging from a low of 35 percent of the total in programs where apparently all costs including overhead were met with budget funds to a high of 100 percent where no other expenses were charged against the adult program budget. Because of the variation in accounting practices, the calculation of budget figures on a per student basis would not produce comparable figures.

TABLE 58

THE DISTRIBUTION OF ADULT PROGRAM EXPENSES*

Item	Number Reporting This Expenditure	Mean Proportion of This Expenditure	Range of the Proportion
Administration pay	17	10.9	4.0- 30.0
Clerical stipends	19	4.9	.8- 14.8
Teaching stipends	22	71.8	35.0-100.0
Total staff stipends	27	88.6	60.0-100.0
Student's materials	8	2.6	.4- 10.0
Teaching materials	9	2.3	.2- 5.0
Total course materials	17	4.4	.2- 15.0
Brochures	17	6.0	.5- 12.0
Paid advertising	10	2.9	.7- 8.0
Total promotional costs	21	6.9	2.0- 20.0
Administrative costs	7	3.0	.8- 5.0
Overhead costs	6	4.9	1.0- 10.0
Other miscellaneous costs	5	2.9	1.4- 5.0

*Twenty-seven of the 48 directors responded to this item.

Although the bookkeeping practices of the programs surveyed vary widely, the different practices followed may not be at all unusual for public school adult education programs. Realizing that strictly comparable figures would be difficult to obtain on a national basis, it seemed reasonable to present the cost figures which have been obtained based upon a national sample of such programs. Table 59 shows the cost figures calculated from schools where a number of different record keeping systems were used.

TABLE 59

RELATIVE PERCENTAGES OF COSTS OF OPERATING
PUBLIC SCHOOL ADULT EDUCATION PROGRAMS[1]

Classification of Costs	Percentage of Total Costs
Salaries of instructional staff	68.0
Supervision and administration	10.4
Instructional supplies	8.3
Indirect or overhead costs	13.3

[1] Olds, Edward B. Financing Adult Education in America's Public Schools and Community Councils, p. 60. Adult Education Association, Washington, D. C., 1954.

Where detailed cost records are kept, the relative proportion attributable to salaries is lower and overhead costs higher than where less detailed records are maintained, as shown in Table 60.

TABLE 60

COMPONENTS OF COSTS OF ADULT EDUCATION PROGRAMS
BASED ON DETAILED RECORDS[1]

Classification of Costs	Percentage of Total Costs
Salaries of instructional staff	56.0
Supervision and administration	11.2
Instructional supplies	9.4
Indirect or overhead costs	23.4

[1] *Ibid.*, p. 62.

The most striking differences between the data in Tables 58, 59, and 60 are, first, the proportionately smaller overhead costs and, second, the proportionately larger instructional costs where less detailed records are kept. It may well be that the extent of subsidy provided by the local school district is appreciably larger than is generally assumed in the absence of detailed cost figures. The keeping of complete accounts on Illinois public school adult education would likely reveal not only that the actual costs of operating such programs are higher than popularly assumed, but also that the contribution of the local school district is larger than it is popularly believed to be.

It may be of practical importance for the local school district to insist on more complete records of adult program costs, for without such information the district will not be able to take full advantage of any cost reimbursable programs.

Teacher Salaries

Salaries paid to adult program teachers cover a wide range. Table 61 shows the average amount paid to teachers per teaching hour. No allowance is made for time spent in preparation for the class except insofar as that consideration entered into the determination of the hourly wage rate.

TABLE 61

AVERAGE WAGE PAID TO TEACHERS IN THE ADULT PROGRAM PER TEACHING HOUR*

Average Wage Paid Per Teaching Hour	Programs Reporting
$3.00 - $3.99	1
$4.00 - $4.99	3
$5.00 - $5.99	15
$6.00 - $6.99	13
$7.00 - $7.99	5
$8.00 - $8.99	4
$9.00 - $9.99	1
Not usable	1

*Based on reports from 43 programs.

Reports dealing with maximum and minimum wages paid indicated that in some programs $10 per hour is regarded as the maximum rate and in at least one program $3 per hour is regarded as a minimum. In the determination of level of payment the directors exerted a considerable degree of influence, if not complete control. On a national basis, hourly salary levels for teachers of adults were reported for 470 of the 622 schools which responded to the 1964 National Education Association survey as ranging from $.75 to $12.50.[1]

Because adult education enrollments fluctuate widely from term to term, the profit and loss statements also vary widely from year to year. In such a situation it would seem reasonable to allow the adult program to carry any surplus or deficit from one year to another; yet, in 30 programs the directors are not permitted to carry either profits or deficits from one year to another. Only eight directors indicated that the adult program account was maintained separately from other items of the school district budget, therefore, it was possible to balance the receipts and expenses over a period of several, rather than just one, years. Fiscal responsibility would seem to be served by allowing the "breaking even" to occur across a period of several years rather than by placing undue emphasis on each 12-month period.

The director who seeks to represent his program to his local community, local, state, and national professional adult education association meetings and to attend professional improvement activities incurs sizable expenses because of his participation. In ten programs the directors were given travel allowances to support such activity, but 28 of the 38 directors responding to this question said that no financial assistance was provided to underwrite their attending professional meetings or other activities where their presence might have a beneficial influence on the image and on the operation of the adult program. If it is legitimate for the expenses of other administrators incurred through their participation in national professional meetings to be paid by the school district, then the adult education directors' expenses incurred through participation in a national professional meeting ought also be paid and may realistically be regarded as an expense of the adult school program.

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[1] McLernon, _op_. _cit_., p. 3.

PROMOTION AND ADVERTISING

The central promotional piece used in public school adult programs is the program brochure, which generally consists of listing of all course offerings and a registration form. The number of brochures printed in the fall of 1963 as reported by the directors is shown in Table 62.

TABLE 62

NUMBER OF BROCHURES PRINTED IN FALL 1963*

Number of Brochures	Programs Reporting
None	1
1 - 999	1
1,000 - 5,000	9
6,000 - 9,000	3
10,000 - 14,000	8
15,000 - 19,000	5
20,000 - 24,000	3
25,000 - 29,000	4
30,000 - 34,000	4
35,000 - 39,000	0
40,000 - 44,000	2
45,000 - 49,000	0
75,000	1

*Forty-two of the 48 directors responded to this item. One of those 42 gave an indefinite response.

Annual brochures, proposed each year and carrying a complete listing of courses for the entire year, and term brochures are in use in schools in the survey area. Distribution of brochures more than once a year was reported by 39 directors and only five reported once a year distribution. Other forms of promotion were used in addition to the regular program brochures. An indication of the extent to which other methods are utilized can be gained by an inspection of Table 63.

TABLE 63

METHODS OF PROMOTION USED IN THE ADULT PROGRAM*

Method Used	Number of Times Mentioned
Radio spot announcements	22
Television spot announcements	3
Newspaper stories	45
Newspaper advertisement	28
Personal telephone contacts	27
Billboards	4
Bus signs	1
Posters in store windows	17
Open house	11
Postcards or special flyers	27
Word of mouth	2
Announcements at social clubs	2
Association mailings	2
Past students' recommendations	1
PTA announcements	1
Industry announcements	1
Notices in house organs	1

*Based on data reported by 46 directors.

Although promotion constituted a sizable item of expense, the desire of the directors to avoid any tinge of commercialism is reflected by their unwillingness to sell advertising space in their brochures. Thirty-nine directors stated that they did not carry advertising in their brochures, and the other directors did not respond to the question.

Students' Initial Acquaintance with the Program

The effective use of promotion requires that some check be made on the relative results obtained through various methods. Of the 40 program responses, 16 indicated that no attempt was made to check the results obtained by the use of any method. In 24 programs the directors had asked their students how they first learned of the program, and the results obtained are shown in Table 64. The lack of such information makes it impossible to assess the efficiency of advertising expenditures.

TABLE 64

THE STUDENT'S SOURCE OF EARLIEST INFORMATION ABOUT THE PROGRAM*

The Information Source	Number of Times Mentioned
Newspaper stories or advertising	10
Brochures	8
Word of mouth	6
Posters	2
Organizational contacts	1
Radio spot announcements	1

*Data based on information reported by one director.

PROGRAM FACILITIES

Adult education programs may be conceived as "building bound," in which case only programs which can be offered in a given building are considered, or the programs may be seen as utilizing the existing educational plant as one of a number of possible teaching facilities. When asked about the type of location used to house classes, a sizable majority named the high school building with certain other similar buildings listed in a limited number of cases. Nine other non-school locations were utilized by directors, and the nature of these buildings is shown in Table 65.

TABLE 65

THE LOCATION OF ADULT PROGRAM PLANT AND FACILITIES

The Type of Location	Number of Times Mentioned
High school	44
Junior high school	3
High school - junior college	1
College	1
Total number of school buildings	49
Planetarium	1
Garage	1
Florist	1
Biology laboratory	1
Naval training center	1
Municipal building	1
Local business	1
Special center for welding	1
Interior decorator's place	1
Total of other buildings also used	9

*Data based on reports from 47 directors.

If one sees the program as "building bound," then the number of rooms available can be seen as setting the upward limit on the number of classes which can be offered at any one time. Table 66 is a tabulation of the number of rooms which would be available for adult classes if all classes were restricted to the buildings of the parent institution.

TABLE 66

NUMBER OF ROOMS AVAILABLE FOR THE PROGRAM*

Number of Rooms	Number of Programs
0 - 24	3
25 - 49	6
50 - 74	3
75 - 99	2
100 - 149	2
150 - 199	2
200 - 249	4
250 - 299	1

*Forty-one directors responded to this item. Sixteen of those 41 gave a response which could not be summarized.

The abundance of rooms available suggests that in a number of cases more than one building is utilized, as shown in Table 67.

TABLE 67

NUMBER OF BUILDINGS USED TO HOUSE THE PROGRAM*

Number of Buildings	Number of Programs
1	33
2	9
3	1
4	1
5	2
6	1

*Forty-seven directors responded to this item.

Although the number of rooms available in the school building may set the upward limit for the programs insofar as the number of classes which may be offered at any given time is concerned, this available space may also be regarded as a stimulus for the director to enlarge his program until full use is made of the facilities. The actual number of rooms in use is shown in Table 68, where it can be seen that opportunity for expansion of the program is not limited primarily by available space even for the "building-bound" director.

TABLE 68

NUMBER OF ROOMS USED IN THE PROGRAM*

Number of Rooms	Number of Programs
0 - 9	6
10 - 19	7
20 - 29	11
30 - 39	5
40 - 49	6
50 - 59	3
60 - 69	2
70 - 79	1
80 - 89	0
90 - 99	0
100 - 109	1
110 - 119	1

*Forty-four directors responded to this item.

In a number of cases activities are conducted at the various locations on different schedules. Sixteen programs operated four evenings each week; ten programs operated three evenings each week; thirteen operated two evenings each week; and eight programs operated on only one evening per week. Obviously, then, even if a four-day week were regarded as the maximum number of days of adult program operation, nearly two-thirds of the programs reporting do have opportunities for growth unless the nights on which adult classes are not scheduled are those for which the parent institution conducts activities of some sort within the facilities and preempts the space, a possibility which appears quite remote.

Additional Services or Facilities for Students

As a service to their adult clientele 40 directors provided a smoking area; 19 provided a lounge or common room; and 16 provided coffee. In terms of learning resources, 14 directors provided some library service to students and 33 reported no provisions for library use. The nature of the library services provided in the 14 programs is shown in Table 69.

TABLE 69

LIBRARY SERVICES TO ADULT STUDENTS*

Type of Service	Number of Programs
Full use of all library facilities	3
Service is available only by special arrangement	3
Full use is provided for 1/2 the period of the adult school operation	2
Library facilities are reserved for college credit students	2
Adult students have a special section in the library (public library)	2
Study privileges only are allowed to the adult students	1
A previously established service was cancelled because of a lack of use	1
No library service provided	33

*Forty-seven directors responded to this item.

If the adult education program has as one of its purposes the development of the students' capacity and skill in independent inquiry, the routine use of library resources would seem to be essential. Perhaps the libraries are limited in their collections so that little appropriate material for the adult students is to be found there; or it may be that the teachers in the adult program do not regard the development and encouragement of independent study and thought as one of their central responsibilities. Whatever the reasons may be, libraries remain essentially an untapped resource of public school adult education.

PROGRAM EVALUATION

The systematic improvement of programs of adult education requires that data be collected to indicate the extent to which the objectives have been attained. Although the objectives of the various programs had not been spelled out in a response to a previous question dealing with the purposes of the programs, it was assumed by the survey committee that the popular use of the word evaluation did not necessarily include as a prerequisite "a clear statement of the objectives" which were sought.

One of the 30 directors reporting on the frequency of evaluation of individual courses, 18 indicated that such evaluations were used routinely and 11 that they were not. Of the 24 directors responding to a question dealing with evaluation procedures for the total program, only 11 said that such evaluations were conducted routinely. An additional question was asked regarding the routine evaluation of instructors. Ten of the 22 directors responding reported that such evaluations were routine.

If evaluation is to be conducted, then an evaluator is needed. Because the students are adults and may be expected to have opinions on the strengths and weaknesses of the programs, it would seem reasonable to involve at least some of these adults in the evaluation process. Although such an assumption is reasonable, none of the 40 directors who responded gave affirmative answers to the question "Is a representative group of students engaged in the regular evaluation of the program?"

The nature of the evaluations conducted and the relative emphasis given to such evaluation indicates that, as might well have been predicted on the basis of the analysis of the sources of income, the primary kind of evaluation is the well-known procedure of voting with your feet, in which those students who are displeased cease attending the class. Teachers who were able to maintain a high level of attendance to the end of the course, were able to stimulate demands for further courses, and were able to inspire the students to recommend others are *ipso facto* successful and receive a high evaluation. Teachers who fail to generate enthusiasm, do not develop demands for advanced courses, are unable to maintain high attendance throughout the course, and do not inspire word-of-mouth promotional activity fail to attract a large number of students and may therefore be evaluated as unsuccessful. Popularity may be equated with high quality with possible deleterious effects on the educational program.

The filling out of evaluation forms may also be of benefit to the adult school even though no use is made of the information; for the evaluator is pleased that his advice is sought, and this impression alone may promote a positive feeling on the part of the student toward the program. The directors reported on the uses made of the evaluation form and these uses are shown in Table 70. Although little evidence was obtained to justify a belief that effective use is made of the forms, the use that is made indicates a belief in the worth of such activity and may provide the foundation on which further, more systematic evaluations may be built.

TABLE 70

USES MADE OF THE EVALUATION FORMS*

How They Are Used	Number of Times Mentioned
Studied jointly by director and teacher	6
Findings are used for future planning	6
Studied by director only	5
Tallied and filed only	3
Inspected by director then passed on to the teacher	1
Studied by director who later has a conference with the teacher	1
Tallied, studied, and then destroyed	1
Given to the teacher and the advisory committee	1
Used to evaluate attitudes toward teachers	1

*Twenty-one directors responded to this item.

Ability to attract a large enough group of students to justify giving a class and ability to maintain a high level of attendance throughout the course are two commonly used indicators of the effectiveness of the teaching-learning situation. Additional data, however, are essential to make a determination of the strengths and weaknesses of individual teachers. Of the directors responding to the question "Is a system used to obtain the evaluation of teachers?" approximately half replied affirmatively. The means or systems of obtaining teacher evaluations are shown in Table 71.

TABLE 71

SYSTEMS OF TEACHER EVALUATION*

The System	Number of Times Mentioned
Student evaluation sheets	6
Personal conferences with the director	5
Notes from the director	3
Informal comments - an "open door" policy	4
An annual spring evaluation program	1
Each semester the individual instructor evaluates himself and makes suggestions	1
Classroom visitations by the director	3
Classroom visitations only to new teachers or if an unfavorable reception is suspected	1

*Based on responses from 43 programs.

Evidently, if the teacher is able to attract a class and to maintain attendance, the majority of directors are satisfied that the practical tests have been met and therefore do not invest their time in devising other secondary evaluation instruments and procedures. In this regard the directors may be exhibiting the same concern for their teachers as they see their superintendents exhibiting on the directors' behalf.

Community Involvement in Evaluation

If one of the purposes of the adult program is to serve the needs of the school district or community, then a reasonable means of assessing the extent to which this purpose has been served would be a measure of the attitude of the community regarding the adequacy of the program. Community surveys are tools which enable a director to ascertain the perceived needs of the adult living there and which also provide information regarding community opinion on program value and effectiveness. Table 72 indicates that the practice of assessing community opinion by the use of a survey is rare in the reporting program. Other methods which are perhaps less effective but less demanding of time and resources are used by the directors in assessing community interest and response.

TABLE 72

TIME OF THE LAST COMMUNITY EVALUATION SURVEY*

Amount of Time	Programs Reporting
Never	13
Unknown	5
This year	1
1 year ago	2
2 years ago	4
3 years ago	3
5 years ago	1
6 years ago	1
7 years ago	1
11 years ago	1

*Thirty-two directors responded to this item.

The answers obtained in any process of evaluation are determined in a large measure by the kinds of questions which are asked. The kinds of questions asked, in turn, will be influenced by the individuals who do the asking. Students, teachers, directors, and others can reasonably be expected to have certain unique concerns and would therefore ask different questions if they were invited to participate in an evaluation. Table 73 shows the persons who were involved in the development of evaluation forms used in various programs.

TABLE 73

PARTICIPATED IN DEVELOPING EVALUATION

Developed by	Number of Times Mentioned
The director and his staff	20
The director and the teachers	7
The teachers	2
The teachers and the students	2
The director, teachers, and students	2
The students	1
The Jaycees	1

Once again the picture of the director as a person who develops programs almost single-handedly emerges with only slight indication of the involvement of the learners or prospective learners.

MAJOR PROBLEMS SEEN BY DIRECTORS

In considering the public school adult education program as a whole in any given district, the survey committee sought to identify the major problems perceived by directors. Such information was collected partly as a means of determining areas of common concern and partly to find out what level of problems is considered to be of greatest concern.

As can be seen in Table 74, two problems, securing adequate teachers and developing curriculum to meet community needs, were mentioned with greatest frequency. It is a tribute to the directors that their concern for meeting community needs is as great as their concern for securing a sufficient number of qualified teachers - an immediate, pressing administrative concern.

Although the problem of securing enrollments was mentioned by 11 directors and was therefore third in frequency of mention, the various interpretations of this statement make it difficult to determine whether the concern was merely for securing larger enrollments for the sake of size, or for the purpose of reaching currently nonparticipating segments or groups within the community to perform a broader educational task. Because of the previously noted desire to meet community needs, it may be consistent to assume that the larger enrollment would be sought from sectors of the community which were not already being served.

Developing adult interests and improving public relations was the fourth most frequently mentioned problem, possibly indicating a feeling on the part of the directors that some members of the community might not have the understanding of the program and its purposes the director would like them to have. An awareness of a need to develop adult interests is evidence of a desire on the directors' part to influence and guide the adult curriculum rather than simply to organize courses in those subjects for which a request has been made. Both interests appear to indicate an ambition of the directors to exert educational leadership rather than just to provide the programs requested by various groups and individuals.

The process of communication with the total community was identified as an area needing improvement by several directors. The lack of time of the part-time director; the lack of finances which would enable him to hire others to do the things that he does not have time to do himself or to hire others to handle his more routine work making it possible for him to do different things; and the real lack of development of advisory groups broadly representative of the community all emphasize that much remains to be done in building the link between the life of the community and the curriculum of the adult program.

TABLE 74

PROBLEMS PERCEIVED BY ADULT EDUCATION DIRECTORS AS THE MOST IMPORTANT ONES FACING THEIR ADULT EDUCATION PROGRAMS*

Type of Problem	Number of Times Mentioned
Securing adequate teachers	13
Developing curriculum to meet community needs	13
Securing enrollments	11
Improving public relations and developing adult interests	10
Director's need for more time	9
Financing	8
Developing and expanding the credit curriculum	6
Improving the adult education image held by the higher administration	5
Securing more classrooms	4
Securing more parking space	4
Having an adequate evaluation of the program	4
Expanding the population of reference	3
Supplying basic equipment for technical courses	3
Implementing basic education and retraining programs	3
Increasing the teacher's stipend	3
Controlling paper work	2
Competition from other programs	2
Developing a public affairs curriculum	1
Acquiring more administrative space	1
Developing an advisory committee	1
Improving cooperation with other adult education agencies	1
Conducting a community survey	1
Increasing the director's salary	1
Overcoming community apathy	1
Improving the adult counseling service	1
Securing more permanent housing	1
Having in-service training of the staff	1
Obtaining a basic blueprint of adult education throughout the community	1

*Forty-six directors furnished information for this table.

An additional recurring theme deals with space and facilities. Several directors commented that classroom space was exceedingly limited. These directors did not indicate whether they could solve the space problem at least temporarily by changing to a program which operated more nights of the week, or if the number of evenings per week were restricted by other activities involving the same facilities. Information obtained on a preceding question indicated that space limitations did not constitute a problem. Possibly, however, in a small number of programs the space available does constitute a program restriction. It may be that whenever a conflict arises over space needs of the day program and the evening program, those of the day program are generally satisfied first.

Another aspect of the lack of space and facilities is the shortage of parking space mentioned by several directors. Large, well-lighted parking lots are important to the growth and development of public school adult education programs in suburban areas.

A dissertation undertaken at Ohio State University in 1963 involved the securing of information on problems seen by 140 public school adult education directors in a great variety of locations. The two foremost problems perceived by these directors involved the task of financing a total program and the methods of developing community understanding of the program.[1] As shown in Table 74, the Illinois directors clearly shared the concern for meeting community needs and for improving public relations and developing adult interests. Financing the program, although identified as an important problem, was not emphasized as strongly as were those difficulties involved in developing and staffing the program to meet community needs. Despite their need to make their programs be self-supporting, relatively few of the Illinois directors surveyed regarded financial problems as being of the highest concern.

Confronted with an abundance of immediate issues dealing with the more mundane and technical problems associated with the day-to-day operation of a program, the director, who almost invariably has other responsibilities in addition to the administration of the adult school, might be expected to spend little time thinking about long-term needs and questions of purpose and philosophy. It is to the credit of the cooperating directors in this survey that many had looked beyond their immediate concerns to the deeper problems involved in aiding adults to improve themselves through education.

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[1] Madry, Arthur Chester. "The Functions and Training Needs of Adult Education Directors in Public School Systems," unpublished Ph.D. dissertation, p. 312. Ohio State University, Graduate School, Columbus, Ohio, 1963.

A LOOK AHEAD

Spalding referred to the superintendency of public schools as "an anxious profession" when he spoke at Harvard 12 years ago. He said:

> It is increasingly apparent that the office of a superintendent of a local school district is a perilous one. Many great and good men have left these posts of educational leadership, occasionally upon request, but more often from choice. Equally great and good men who remain in the profession are uneasy. Many of them move from community to community, seeking what they consider to be advancement and hoping that each new position will be free from the uncertainties which cause anxiety. Living under such trying conditions affects people adversely.[1]

Perhaps the uncertainties of the directors of public school adult education regarding their status and the relative importance of their programs in the total educational picture of their school districts constitute a parallel to the superintendent's situation. Although the dilemma of the superintendents remains unsolved because the ameliorative steps are as yet undiscovered, the uncertainties of the directors can be resolved and the superintendents are, of necessity, key persons in the resolution. The struggle to achieve a parity position with primary and secondary education within the public schools cannot be successful unless the superintendents assume responsibility for providing educational leadership for all of the members of their communities at all ages. Only then can the position of the directors be rescued from its marginal status, only then can men realistically aspire to lifetime careers in public school adult education, and only then will the public schools be prepared to make their most effective contribution to the growing task of educating America's adults.

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[1] Spalding, Willard B. The Superintendency of Public Schools - An Anxious Profession, p. 1. Harvard University Press, Cambridge, Massachusetts, 1954.

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